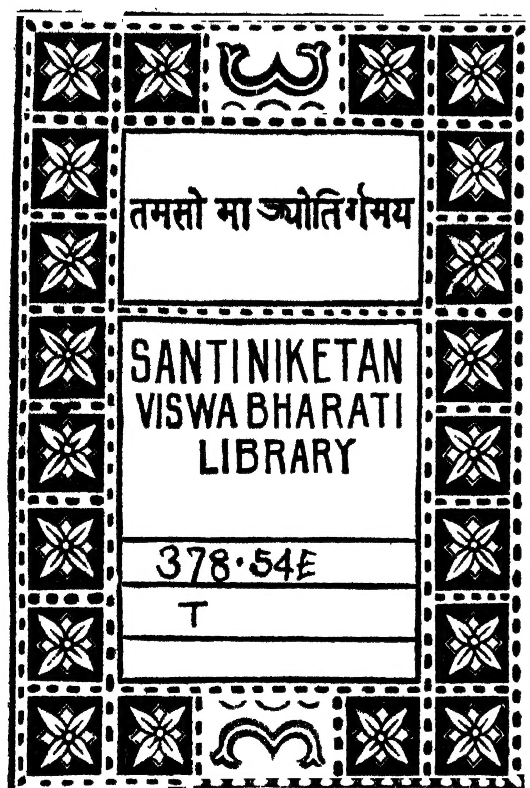


तमसो मा ज्योतिर्गमय
SANTINIKETAN
VISWA BHARATI
LIBRARY
378·54E
T

REPORT

OF THE

UNIVERSITY COMMITTEE

TRAVANCORE

1923—1924



TRIVANDRUM:
PRINTED BY THE SUPERINTENDENT, GOVERNMENT PRESS
1925

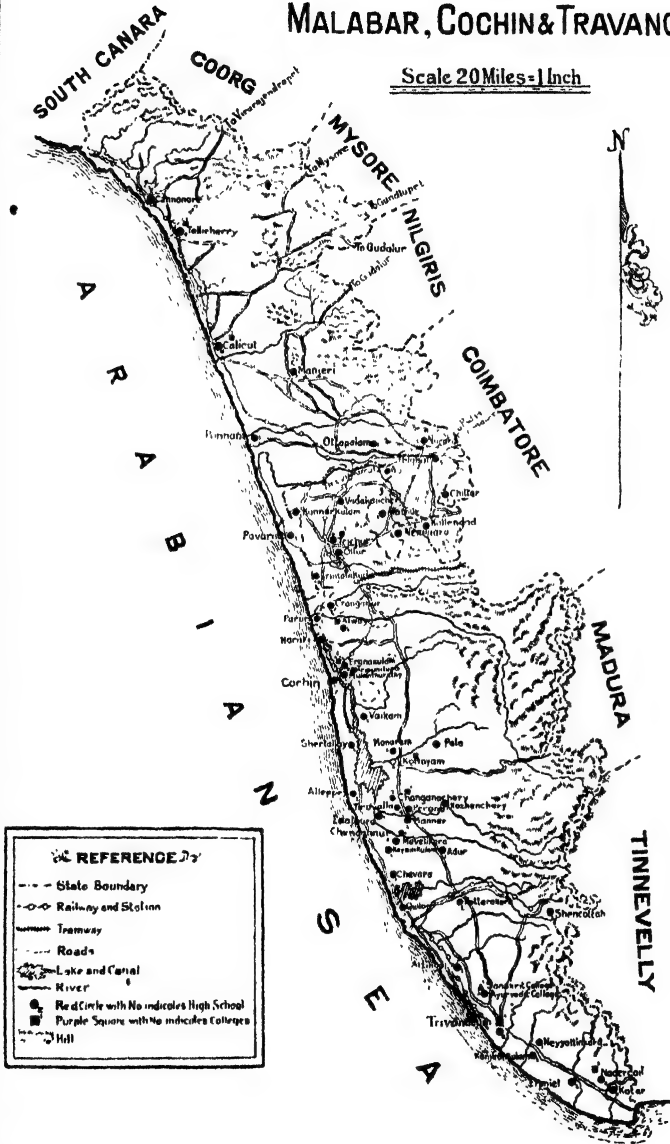
Members of the University Committee, Travancore.

1. Rao Bahadur K. A. Krishna Aiyangar Esq., B. A., B. L., Deputy President, Legislative Council (**President.**)
2. L. C. Hodgson Esq., M. A., Director of Public Instruction, Travancore.
3. Rev. Father D. Honorè B. A., S. J., Professor of Physics, St. Joseph's College, Trichinopoly.
4. John Matthai Esq., B. A., B. L., B. Litt., D. Sc., University Professor of Economics, Madras.
5. P. K. Narayana Pillai Esq., B. A., B. L., Member, Legislative Council.
6. G. Paramesvaran Pillai Esq., B. A., B. L., Member, Legislative Council.
7. K. Paramesvaran Pillai Esq., B. A., B. L., Member, Legislative Council.
8. T. K. Velu Pillai Esq., B. A., B. L., Member, Legislative Council.
9. Rao Bahadur K. V. Rangaswami Aiyangar Esq., M. A., Principal, H. H. The Maharaja's College of Arts and the Training College, Trivandrum (**Convener**)

CONTENTS

LIST OF ILLUSTRATIONS

LIST OF MAPS, PLANS AND DIAGRAMS


EDUCATIONAL MAP
OF
MALABAR, COCHIN & TRAVANCORE
Scale 20 Miles = 1 Inch
N
SOUTH CANARA
COORG
MYSORE
NILGIRIS
COIMBATORE
MADURA
TINNEVELLY
ARABIAN SEA
Tellicherry
Calicut
Manjeri
Ponnani
Ottapalam
Trichur
Cochin
Vaikam
Pala
Kottayam
Alleppey
Chavara
Quilon
Trivandrum
REFERENCE
State Boundary
Railway and Station
Tramway
Roads
Lake and Canal
River
Red Circle with No indicates High School
Purple Square with No indicates Colleges
Hill

CHAPTER I

PRELIMINARY

We the members of the Committee appointed by the Government of His Highness the Maharaja of Travancore to report on the question of providing a new University for the State of Travancore by itself, or in association with the adjacent areas, and to make enquiries and recommendations in regard thereto, have the honour to submit the following Report.

2. The scope of our enquiry as well as the circumstances in which our Committee came to be constituted are set forth in the Proceedings of the Government of His Highness the Maharaja of Travancore, R. O. C. No. 276 of 23/Leg. E., dated the 15th April, 1923, and the points of reference are indicated in the following paragraphs of the Government Order :—

"The new Committee will re-examine generally the conclusions and the recommendations of its predecessor contained in the *ad interim* Report of the 10th October, 1919, in the light of such changes in the conditions within and without Travancore as have taken place since it was submitted. It will be advised to do so particularly taking into consideration the discussions in the last session of the Legislative Council on Mr. T. K. Velu Pillai's Resolution, as well as the debate in the Madras Legislative Council on the University Bill. Such a review might reveal the need to modify in some cases the findings of the earlier Committee. Government can think of one such recommendation from which there will now be a general agreement to differ. The University Committee proposed that the new University should be of the unitary, residential and teaching type, located outside Trivandrum but on a site near it, and that all University work now done in different stations in the State should be transferred to and concentrated on that centre.

G. P. T. 2193. 600. 29-1-25. B

The outlook of this Committee was also limited by the terms of its reference to the area and requirements of Travancore. The type of University thus recommended may be good as an *ideal*. But it has had to be given up elsewhere in India when a new University had to be planned which has to serve a large territory in which there already existed a number of colleges scattered over the area, whose claim for continued individual life could not well be ignored, and which could not be removed to a new locality without great and disproportionate sacrifices. There now seems to be, accordingly, a growing disposition to accept in such cases the type which would, whenever it is impracticable to remove a college from its station, or undesirable to close it, allow it to continue in the same place, and develop, if possible, into an additional University centre, where the provision of adequate residential facilities for the students and the staff might create the right atmosphere for the growth of really satisfactory academic life and traditions. Important changes have taken place in the last three years in the academic conditions of the State. The second grade colleges at Alwaye and Changanacherry have come into existence, a Chair in Natural Science has been established in H. H. the Maharaja's College, a big additional building to the Training College is nearing completion, and the construction of a large hostel for H. H. the Maharaja's College at Trivandrum has been taken in hand. A Government Commercial School has been established at Alleppey. In view of the large expenditure incurred in the past and present, in the localities where the present colleges are situated, by the Government or by private agencies, it would be increasingly difficult to view the transfer of all such institutions to a common site as a practical proposition, while the idea of such a concentration may *a fortiori* have to be given up, if the new University is to embrace the whole area of the Malabar Coast. The advantages of a compromise between the competing types of a unitary and an affiliating type of University will have, therefore, to be fully explored by the Committee even if it recommends that the new University does not extend its activities beyond the limits of the State.

" The Committee will have before it the following alternative schemes for the University, each of which has some advantages over the others :—

(1) A University whose headquarters will be in Trivandrum, which would confine its activities to Travancore and have no administrative connection with institutions outside the State.

(2) A University started in the first instance at Trivandrum on the strength of the resources now existing in Travancore, but keeping its doors open for the incorporation into it of institutions of a University standard in the neighbouring State of Cochin and the adjacent British Districts of Malabar and Tinnevelly, when such institutions spring up and their authorities desire the incorporation and also prepared to shift the University offices later on, if necessary, to some place within the State, which would be more central than Trivandrum for the entire territory embraced by the new University.

(3) A University created from the very beginning by the conjoined efforts of all these three Governments, whose areas will be comprised in a Pan-Kerala University, maintained by contributions (of all kinds) made from all the three States, and governed by University bodies, on which adequate representation is provided to the component areas and institutions.

* * *

" His Highness' Government will await the advice of the Committee now appointed before deciding between these alternatives or any other alternative that may be put forward by it. They feel, however, that, on a point regarding the location of the head offices of the University, they should make their position quite explicit even at this stage. Even in an All-Kerala University, Travancore will, it is believed, always maintain the first place in virtue of the number, variety, standard, and size of the institutions of a University type that it would contribute. Public opinion in the State has been fully alive to this and would not accept any scheme which ignores it and seeks to place the centre of the University outside Travancore. The Government would, therefore, instruct the Committee not to consider any proposal which would run counter

to the idea of locating the headquarters of the University within the State.

" His Highness' Government also request that the Committee regard the following points as specifically within the terms of reference :—

(1) The location of the head offices of the University, now and hereafter, within the State, and proposals as to the several institutions which should form part of the University and their location ;

(2) The ways and means to co-ordinate the resources in men and material now existing within the State, so as to create teaching and residential centres, providing facilities for higher work and research ;

(3) The departments in which instruction should be offered, the Faculties to be organised and the examinations to be provided in the University, on its inauguration, for a few years after it, and in successive stages, with a clear indication of the order of priority in which they should be opened ;

(4) The additions that must be made for the residential accommodation now available in possible University centres for the residence of students and teachers both immediately and for some years to come ;

(5) The immediate and proximate requirements of the University within the State, in the matter of buildings, equipment and staff, both for the University itself and for its constituent institutions, with a clear indication of the additions necessary to bring the existing provision under these heads up to the standard, and with rough estimates of their probable cost ;

(6) The relations of the University to secondary and intermediate education ;

(7) Special features to be provided in the University, such as facilities for University education of women, the advancement of Oriental Studies and University publication ;

(8) The relations that should be established between the University and the Colleges or Halls of Residence or Hostels ;

(9) The safeguards to be devised to prevent any improper lowering of the standard of examinations, diplomas and degrees of the University and the means by which their acceptance outside the State and by other Universities may be secured ;

(10) The constitution of the chief constituent bodies of the University such as the Senate, the Academic body, etc., including specific proposals for their composition.

(11) Probable initial and recurring costs of which estimate, as accurate as possible in the circumstances, should be furnished."

3. As originally constituted, our Committee consisted of the following members :—

Rao Bahadur K. A. Krishna Aiyangar Esq., B. A., B. L., *President.*

L. C. Hodgson Esq., M. A., *Director of Public Instruction.*

The Rev. Dr. E. Monteith Macphail, M. A., D. D., C. B. E., *Principal, Christian College, Madras.*

Dr. John Matthai, B. A., B. L., B. LIT., D. SC., *Professor of Economics, University of Madras.*

P. K. Narayana Pillai Esq., B. A., B. L.
G. Paramesvaran Pillai Esq., B. A., B. L.
K. Paramesvaran Pillai Esq., B. A., B. L.
T. K. Velu Pillai Esq., B. A., B. L.
} *Elected by the Legislative Council.*

Rao Bahadur K. V. Rangaswami Aiyangar Esq., M. A., *Senior Professor of History and Economics, H. H. The Maharaja's College, Trivandrum.* Convener.

Dr. Macphail was unable to join the Committee and resigned on being appointed as the first whole-time Vice-Chancellor of the University of Madras, as re-constituted under the University Act of 1923. His place was filled by the nomination of the Rev. Father D. Honoré, S. J., B. A., of the St. Joseph's College, Trichinopoly. Mr. Hodgson's connection with the Committee terminated in February, 1924, when he left India on leave, preparatory to retirement.

4. Our Committee was constituted on 15th April 1923. The Convener assumed charge immediately and commenced the preliminary work. We held our first meeting on the 28th May, 1923,

as soon as a sufficient amount of material had been collected by the Convener. Our concluding meeting was held on the 26th December, 1924. In the interval, we have held altogether four sessions, namely, from (*a*) the 28th May to the 4th June, 1923; (*b*) the 18th June to the 24th June, 1923; (*c*) the 17th September to the 28th September, 1923; and (*d*) the 22nd December to the 26th December, 1924. We sat altogether for 24 days. Besides our meetings as a full Committee, four Sub-committees appointed by us held meetings. Dr. Matthai, Father Honorè and the Convener also met for six days and prepared work for two of the Sub-committees.

5. Our Committee was appointed to review *inter alia* the recommendations of the earlier Committee appointed by the Government of Travancore by G. O. No. E. 3983, dated the 23rd November, 1917, to explore the possibility of starting a separate University for Travancore, 'suited to local conditions and environment.' The Committee, after investigating the various aspects of the question, submitted an Interim Report on the 10th October 1919. They did not pursue the matter any further, after the submission of their Interim Report, as the Government informed them that the question of reorganisation in the University of Madras, which was being taken up by the Senate of that University, might have to be examined before any final conclusions were reached. We have not only had the advantage of perusing the short Interim Report of the earlier Committee, but we have had the opportunity to examine the data on which that body based their findings as well as the summary of their discussions.

6. The attention of our Committee has been specifically invited by the Government to the discussions centering round the University Act of 1923 both in the Madras Legislative Council and in the Press. We have considered the points brought out in this discussion.

7. The Committee's attention has also been specifically drawn to the debate on the Resolution moved in the Travancore Legislative Council on the 23rd November, 1922, for 'the immediate establishment of a teaching and residential University in Travancore'

and to the assurance then given on behalf of the Government that the question would be considered by a Committee to be appointed by them.

8. We have also read and considered the communication in which the Government of Travancore placed their views on the probable effects on higher education within the State of the passing of the Bill for the re-constitution of the University of Madras, which subsequently became an enactment.

9. When the previous University Committee presented their Interim Report, the Commission appointed by the Government of India to report on the Calcutta University had not published their monumental Report. The position of our predecessors was in this respect somewhat like that of the Government of India, when they founded the provincial Universities in 1857, and when they appointed the Indian University Commission of 1902, in each case a year before important alterations took place in the constitution of the University of London, on the model of which the Indian Universities were formed. It is, however, a matter for gratification that in many important points the conclusions of the Interim Report anticipated those of the Calcutta University Commission. Again, between 1917 and 1919, the Universities of Benares and Mysore were the only new Universities, whose organisation and experience were available for comparative study with those of the then existing provincial Universities. Since the submission of the Interim Report, however, University education in India has made a considerable advance. New Universities have been founded at Dacca, Patna, Lucknow, Aligarh, Rangoon, Delhi, Nagpore and Hyderabad (Dakhan). The constitutions of the older provincial Universities have also undergone important modifications. Our Committee have thus had the advantage of the experience of a number of new Universities not all of which have been of the same pattern nor conformed to the models or the ideals of the first Indian unitary residential Universities or of the still earlier provincial Universities. We have had the further benefit of the experience of the re-construction of existing Universities both in India and outside, as the result of the general interest created in University matters after the War. The

recommendations of the Calcutta University Commission have been subjected to a searching enquiry by different Indian Universities and Administrations. The Reports of the Madras Government Committee appointed in G. O. No. 1557/Law (Education), dated the 25th October, 1921, as well as the Committee of the Senate of the University of Madras regarding the applicability of the recommendations of the Calcutta Commission to South India were also available to us. Through the courtesy of the authorities of some of the younger Indian Universities, our Convener has also been enabled to collect and place before us valuable data concerning their scope, aims, organisation, methods and work.

10. A considerable amount of information had been collected by the Convener in the interval between the appointment of our Committee and our initial meeting. We desired next to receive information and guidance from those who were connected with or interested in the subject of our enquiry, or who were in a position to give advice of value. We made it, therefore, one of our first duties to draw up a very detailed Questionnaire, a copy of which is printed as an annexure to this Report. Copies of this Questionnaire, as well as of shorter lists of questions on specific points, such as the education of women, the equipment of the existing collegiate institutions in the State and the organisation of Oriental Studies, were submitted to about 500 persons and associations both within and outside Travancore. A general invitation was also issued to the public through the *Travancore Government Gazette* and the Press to favour us with their views on the point raised in our Questionnaire.

11. The Press, both in and outside Travancore, showed great interest in the University question. The Government favoured the Committee with a large collection of representations and articles in the Press. The *Ernakulam College Magazine* arranged for a symposium on the Kerala University problem. Copies of the special number of the Magazine containing this symposium were supplied to the Committee by the courtesy of the Editor. Individual contributors to the Press on the University question also sent cuttings containing their views.

12. Considerable interest in the University question, as affecting both the State and the adjacent areas, was manifested outside Travancore as well as within it. This is evidenced by the number of letters and memorials addressed to the Government and to the Committee by individuals and public bodies as well as by the very numerous contributions to the Press. They have related mainly to the question of the area to be comprehended in the new University, the essential features to be secured by it, the location of its head-quarters, the educational institutions to be brought within it, the subjects to be taught in it and the place of the vernaculars, *e. g.*, Malayalam and Tamil, in its schemes of study. We have carefully considered the suggestions thus made.

13. The response to the requests for replies to our Questionnaires cannot be regarded in any way as unsatisfactory. We received a considerable number of answers. Most of them were comprehensive and thorough, and dealt exhaustively with the aspects of the University question, with special regard to the condition of higher education in Travancore and the rest of the West Coast. Following the example of the Calcutta University Commission, the evidence received by us was arranged in the order of the questions contained in the Questionnaires, and the evidence thus arranged is submitted with this Report.

14. Our first session was devoted to the preparation of the Questionnaires and to general discussions, based on such material as was available to us, on the character and scope of a University, the need for a separate University for Travancore, the type of the University to be selected in relation to possible types, the area to be served by the new University, the location of the University institutions generally and of its head offices in particular, with special reference to the alternative schemes outlined in paragraph 15 of G. O. No. R. O. C. 276 of 1923/Leg. E., dated the 15th April, 1923, the features to be provided in the new University including such questions as the place of residence, teaching and research. For the detailed consideration of several of these questions, sub-committees were appointed, and the reports of these sub-committees were ready before the commencement of our second session. During this session, we considered the question of visiting Cochin, Malabar and Alwaye which had been suggested by many correspondents as a site

for a Pan-Kerala University. Under the sanction, and with the assistance of the Government, and with the hearty co-operation of the Government of His Highness the Maharaja of Cochin, we were able to make a visit to Ernakulam and to Alwaye and to make a local inspection of the sites and buildings of the Union Christian College at Alwaye, as well as of the sites which had been indicated by some of our correspondents, particularly by the Rev. W. E. S. Holland, as very suitable for the location of a Pan-Kerala University of a residential and teaching type. Our inspection of Alwaye took place on the 23rd June 1923. The next day we conferred with Rao Bahadur P. Narayana Menon, B. A., I. S. O., the Dewan of Cochin, and a number of leading gentlemen of Cochin, both official and non-official, who had been invited by the Dewan to meet us. We discussed fully and freely with these representatives of Cochin important points in our reference, and the chief issues raised by the correspondents from Cochin and Malabar in their answers to our Questionnaires or in communications to the newspapers. We made a special endeavour to ascertain the nature and the extent of the co-operation which might be expected by Travancore if it was ultimately decided that the new University should embrace the three areas. A detailed account of this conference is submitted with this Report. In the course of this tour, some members of our Committee were able to visit the colleges at Changanacherry and Kottayam to inspect their grounds, buildings, equipment and hostels, and to confer with their Principals.

15. Our third session was mainly devoted to the preparation and discussion of resolutions embodying our conclusions, in order to prepare the way for a Draft Report. In the interval between the second and third sessions we had studied the digested evidence. We felt that it would be well if the heads of the chief colleges in Travancore, who desired to do so, were given the opportunity to meet us. We therefore issued a general invitation to the Principals of colleges in Travancore. In response to this invitation, three Principals, *viz.*, Mr. J. Stephenson, B. SC., Principal, H. H. the Maharaja's College, Trivandrum ; the Rev. Father Mathew K. Purakkal, M. A., Principal, St. Berchman's College, Changanacherry ; and Miss D. H. Watts, B. A., Lady Principal, H. H. the Maharaja's College for Women, Trivandrum, met us and enabled us to ascertain in detail their position in regard to a number of important issues. We next

visited the chief educational institutions, buildings and sites in Trivandrum as well as certain sites in its vicinity, which had been suggested either by the last Committee or by various correspondents as suitable for the location of either the University centre or its buildings and institutions. After the interviews with the Principals and the local inspections above referred to, we proceeded to consider the draft resolutions which had been prepared for us in the meanwhile by a sub-committee specially appointed for the purpose. The rest of our third session was devoted to the discussion of the draft resolutions and of their disposal. The session ended with a direction for the preparation of a Draft Report on the lines indicated in the resolutions thus adopted.

16. In our fourth and final session, we retraversed the ground, particularly in the light of such fresh information as had been gathered since our last meeting, and we discussed and settled the terms of this Report.

17. We desire to record our obligation to those who have assisted us in manifold ways and helped our work: to the Registrars of the Universities of Madras, Mysore, Dacca, Lucknow, Benares, Delhi and Aligarh, for the information and assistance courteously furnished by them; to the Vice-Chancellors of the Universities of Madras (the late Sir K. Srinivasa Aiyangar, B. A., B. L.), Mysore (Dr. Brajendranath Seal, M. A., Ph. D.), Lucknow (Rai Bahadur Dr. G. N. Chakravarti, M. A., D. SC., I. S. O.), and Dacca (Mr. P. J. Hartog, C. I. E.); to Dr. Gauranganath Banerjee, M. A., Ph. D., Secretary of the Post-graduate Council of the University of Calcutta, for the advice, information and help given to the Convener; to the Dewan of Cochin and the gentlemen from Cochin, who conferred with us at Ernakulam; to the Government of His Highness the Maharaja of Cochin, for the hospitality extended to us during the visit of the Committee to Cochin; to the several correspondents and witnesses who assisted us with information and advice; to the Heads of the various Departments in the State as well as others outside Travancore, who collected and supplied such data as were requisitioned for the Committee; and to the Government of Travancore for the prompt attention given by them to all the requests made by or on behalf of our Committee, and to the efficient arrangements sanctioned by them for the conduct of our work.

CHAPTER II

ORGANISATION OF EDUCATION IN THE AREA

A retrospect of the course of education in general, and of English education particularly, in Travancore as well as in the adjoining areas, is necessary for an adequate perception of the questions referred to us. Such a review will also indicate the stages by which these questions have been reached, and, in combination with a description of the present condition of University education in the areas show the material and historical bases of our conclusions and recommendations.

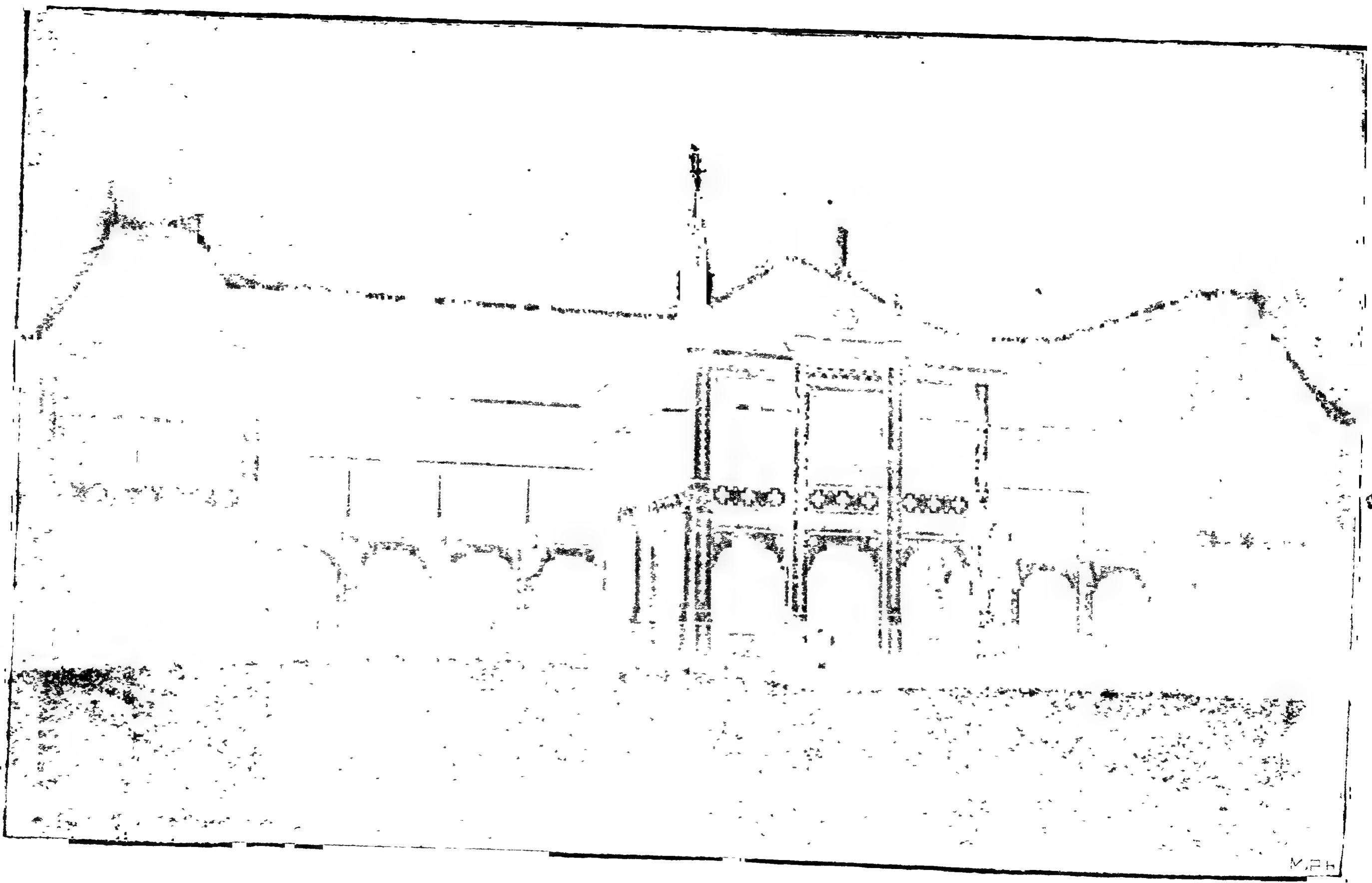
2. It is not possible to date the beginning of vernacular education in Travancore. It was long imparted in village schools maintained by teachers remunerated by the villagers themselves. Reading, writing, arithmetic and the elements of astronomy (Jyotisha) appear to have formed the principal subjects of instruction. About the beginning of the 19th century, there seems to have been a complaint of educational neglect in the northern half of the State. In many places north of Quilon, the villagers were reported as being too poor to pay their school masters. This state of affairs came to the notice of Her Highness Rani Gauri Parvati Bai, who was then administering the State on behalf of her minor son, the future Maharaja Sri Swati Tirunal, who reigned from 1004 M. E. to 1022 M. E. A remarkable rescript issued by Her Highness to Rajasri Venkata Rao, Dewan Peishkar of Quilon, and subsequently Dewan of Travancore, is still in existence. Its contents show the foresight of this gifted queen and her concern for the welfare and the advancement of her subjects. After recounting the causes which had led to the decline of the village schools Her Highness resolves that the State should defray the whole cost of the education of its people, in order that there might be no backwardness in the spread of enlightenment among them, that, by diffusion of education, they might become better subjects and public servants, and that the reputation of the State might be advanced thereby. Each school was to have two teachers

paid from the Treasury, one well versed in Malayalam and astronomy, and the other in Tamil and arithmetic. Each of these teachers was to receive a monthly salary of fifty fanams (a little over seven rupees), a sum which, allowing for the much higher purchasing power of money, must be equal to not less than fifty rupees at the present day. The Tahsildars and Taluk Accountants (Sampratis) were strictly enjoined to visit the schools in their jurisdiction once a fortnight and submit reports of their inspections direct to the Huzur. This important document bears the date 19th Vaikasi 992 M. E. (1817). It is significant that the State should have undertaken under the guidance of its queen the burden of elementary education of its subjects in the vernaculars just about the time when English schools were beginning to be opened in India, and that Travancore should owe the first reform of its traditional system of education to the mother of the Ruler who was subsequently to endow English education in the State. We owe the reference to this rescript of the Rani to Mr. P. K. Narayana Pillai, B. A., B. L., one of our number and to Mr. S. Paramesvara Aiyar, M. A., B. L., Secretary to the Government.

3. English education began in Travancore much earlier than in most parts of British India and before any of the other Native States undertook it. The existence of a large and ancient Christian population within the State attracted to it European missionaries early in the 19th century. Seminaries for imparting a Christian training and for giving some general education along with it were started through their efforts. The first of these was founded at Kottayam in 1816 and another was founded at Nagercoil in 1819. This was the time when David Hare was founding the "Hindu" College at Calcutta (1817). At Trivandrum, there was an English school named "Christian David School" as early as 1821. It was in this institution that John Roberts, affectionately known in later times as the "Powell of Travancore" (after the famous Principal of the Presidency College at Madras, by whom three of the most eminent Dewans of Travancore were trained), was appointed after he came to Travancore in 1825. In 1834, His Highness the Maharaja (Sri Swati Tirunal), who was famous for his distinguished and versatile scholarship and munificent patronage of

literature, music and art, invited Mr. Roberts "to establish himself in the pay and under the auspices of the Travancore Government," permitting him at the same time "to receive scholars for his own private advantage." An English school was started and it began with eight Hindu students. The next year His Highness endowed twenty free scholarships for Nayar students in this institution, and built a new schoolhouse for it upon the site now occupied by the Trivandrum District Court. It is noteworthy that it was during this year that Lord William, Bentick, the Governor-General, recorded in a famous Minute that "the great object of the British Government ought to be the promotion of European literature and science among the nations of India, and that all the funds appropriated for the purposes of education would be best employed on English education alone" (March 7, 1835). In 1836, district schools were opened by the Government through Mr. Roberts at four places, *viz.* : Kottar, Thuckalay, Kayankulam and Chirayinkil. The English school at Trivandrum was made a *free* school and styled "His Highness the Raja's Free School." The number of pupils who might be admitted in it was however limited to eighty. Mr. John Roberts continued to be its headmaster till 1855, when he retired and was succeeded by his son Charles Roberts who held the office till March 1858. The administration of Raja Sir T. Madhava Rao, who was appointed Dewan that year, gave a new stimulus to the progress of the Free School. In January 1861 Mr. J. Bensley was appointed its headmaster. By 1864 there were over 500 pupils in the school, and the Government recognised that the time had come to levy a small fee from all boys admitted to the school.

The popularity of the Free School and of English education was due to several causes. A knowledge of English was becoming more and more necessary for service both in the State and in the adjoining areas. The Dewans of Travancore in the epoch that commenced in 1857 (the year of the Indian Mutiny and the foundation of the provincial Universities of Calcutta, Bombay and Madras) were among the most brilliant products of the Presidency College at Madras, and were filled with a desire to spread English education in the State. The difficulty of communication with Madras attracted to the Free School



H. H. THE MAHARAJA'S COLLEGE OF SCIENCE

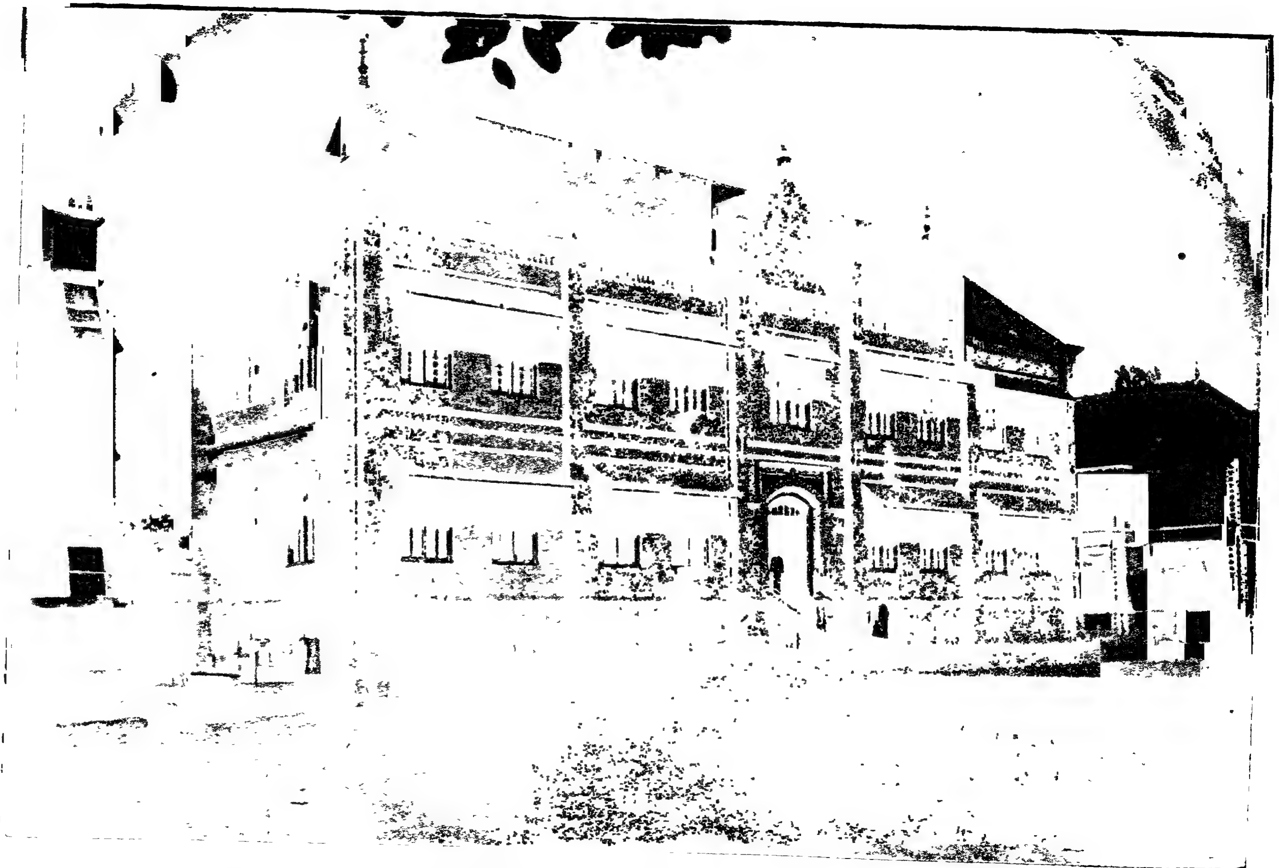
at Trivandrum, almost from the beginning, many bright young men from all parts of the West Coast. In its early years the Free School counted among its pupils N. Nanu Pillai, who became Dewan of Travancore in succession to Sir A. Seshaiah Sastri (1877), P. Sankunni Menon, who became a Dewan Peishkar and wrote the well-known "History of Travancore," C. Vedadridasa Mudaliyar, who became a Judge of the High Court at Trivandrum, and T. Sankunni Menon, who became the Dewan of Cochin and was coeval as an administrator with Dewan Sir T. Madhava Rao. The steady policy of the two States in encouraging young men who had received a proper schooling in English by giving them suitable appointments in the public service led to a rapid diffusion of western education within the States, to the adoption of English as practically the official language of the central administration, and to such a progressive efficiency in their different departments as to make them soon come into line with those of the adjoining British areas. It made it also possible for the two Governments to depend less on the presidency of Madras for their trained officers than they should have otherwise done. It was in consequence of this policy of the Government of Travancore that opportunities for the study of law and medicine were also provided in the Free School. In 1864, the first batch of students for the matriculation examination of the University of Madras was presented from it. The same year saw the opening of a law class for 25 students in the Free School. Medical students who were being trained by the Darbar Physician were also sent to it to receive a general education.

4. In 1866, the Free School became a college (with an attached high school) under Mr. John Ross, the first of a line of distinguished Principals. In those days *formal* affiliation was not required for presenting students for the examinations of the University of Madras. Consequently a class of Matriculates was formed in 1866. Its members were presented in 1868 for the F. A. examination. In 1870, a candidate, the late Dewan Bahadur V. Nagam Aiya, "the first whom we can claim as a student entirely trained in the School" (to quote Mr. Ross) qualified for the B. A. degree. Mr. Ross had meanwhile been joined in 1869 by Dr. Robert Harvey, first his

assistant and then his successor. In 1875, a law class was formed as an integral part of the college to prepare students for the B. L. examination of the University of Madras, after a systematic course of study. Dr. W. E. Ormsby, a Judge of the Sadar Court of Travancore, was appointed the first Professor of Law. In 1877, the college received affiliation to the University of Madras for the courses leading to degrees in Arts and in Law, the University having notified a few months earlier the necessity for such affiliation in institutions which presented candidates for its examinations.

5. The college soon outgrew its original habitation. A new building became a pressing need. Accordingly, in 1873, the main block of buildings of the present College of Science was completed, and opened in person by His Highness the Maharaja Sri Ayilyam Tirunal. In ten years this new building proved insufficient for the growing institution. In 1883, the additional building now known as the Preparatory School in which the Mathematics and Language classes were till recently held had to be constructed. A Chemical laboratory was begun in 1887 and completed in 1892. In 1904, two wings were added to the main building of the college. In 1907, the Physics laboratory was completed and opened by His Highness the late Maharaja (Sri Mulam Tirunal), and a department of Physics was opened. Extensions were made to the Chemistry laboratory in 1920. In 1921, a laboratory for the Industrial Chemist was constructed close to the Chemistry block, so as to be equally available for the departments of Chemistry, Industries and Geology. In 1922, a semi-permanent building was constructed for the Natural Science department. The use of a large ground to the west of the Town Hall was also made over to the college.

6. The expansion of the buildings of the Maharaja's College was necessitated by the rapid growth of the institution despite the progressive rise in the fees. Till 1883 the subjects taught for the degree courses were English, a second language (Sanskrit or Malayalam or Tamil), Philosophy, History, Mathematics and Law. In that year, the University introduced a new science curriculum. To meet its needs Mr. H. N. Read, M. A., was appointed Professor of



H. H. THE MAHARAJA'S COLLEGE OF SCIENCE—PHYSICS LABORATORY

Chemistry. Mathematics and History, as separate branches of degree study, had been discontinued in 1884 and 1886. They were revived as *improved* departments in 1890 and 1900, when Dr. A. C. Mitchell, D. SC., and Mr. R. S. Lepper, M. A., LL. M., were respectively appointed Professors of these subjects. The Chair in Philosophy, which had attained a great reputation under two distinguished Professors, Dr. Harvey and his pupil Rai Bahadur P. Sundaram Pillai, M. A., was abolished in 1908. A professorship of Sanskrit and Dravidian languages was established in 1910. In 1914, Honours departments in English and in History and Economics were opened, and their staff was strengthened by the appointment of additional Professors and assistants. In 1922, a department of Natural Science was instituted. In 1924, the several departments of the college forming the Arts and Science Faculties were separated, the former being removed to the new building erected at Taikad.

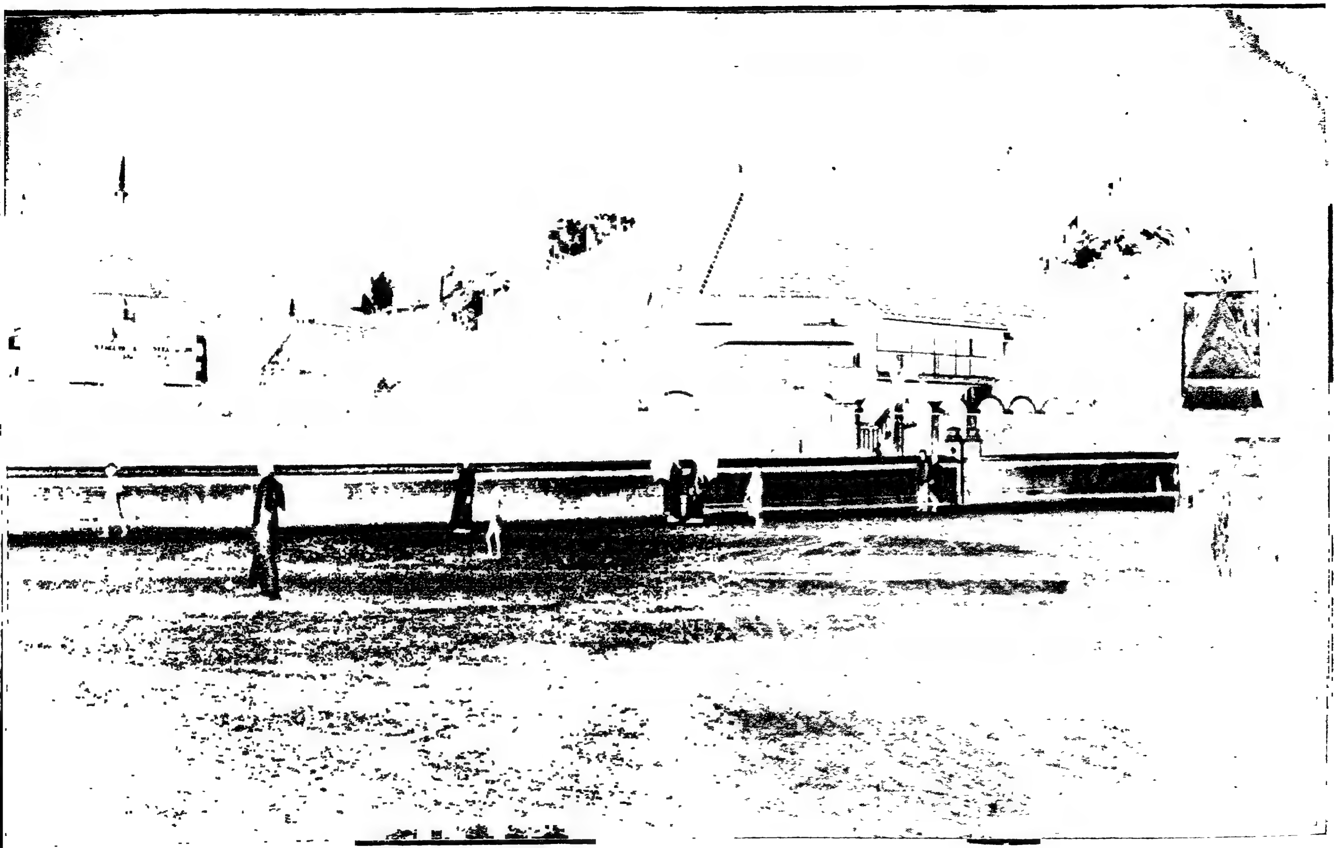
7. The expenditure on the college naturally mounted up with the increase in its strength and with the opening of new branches. In 1890, it was only Rs. 44,023. This had grown in 1912, before any Honours classes were formed and when the strength of the college stood at 232, to Rs. 81,357. In 1917, when the strength of the college was 436, and the Honours classes were all at work, the expenditure had risen to Rs. 1,12,019. In 1923, when the strength was 837, the gross expenditure was Rs. 1,64,132, but, as against it, the fee income, which had been only Rs. 17,941 in 1912, had risen to Rs. 72,507. An incidental result of the growth of the college has been the reduction of the net cost to the Government of the education of a student from Rs. 273-9-11 to Rs. 109-13-2.

8. The progress described in the preceding paragraphs was made possible by liberal additions to accommodation and staff, and by the removal of the high school to the magnificent buildings erected for it at Vanchiyur. The school thus transferred and renamed the Sri Mula Vilasam Higher Grade Secondary School, Trivandrum, is one of the lineal successors of the Free School founded in 1834, the Maharaja's Colleges of Science and Arts being the others. The classes in law, which had been held in and as part of the college, had been removed in 1894 when a Law College was

formed and housed in the School of Arts. A spacious new building for this Law College was completed in 1916.

9. The English education of girls received attention from the Government concurrently with that of the boys. The earliest efforts in this direction were also due to private enterprise. In 1863, the Church Missionary Society's Zenana Mission was permitted to open an English school in the Fort at Trivandrum, in a Sarkar building which it still occupies. The Holy Angels' Convent at Trivandrum opened a high school in 1880, which was recognised for the purpose of the matriculation examination in 1885. In 1888, it presented four candidates for the matriculation examination, being the first girls' high school not only in Travancore but in South India to do so. In January 1896, F. A. classes were started at the Convent School, but in 1906 they had to be closed for want of funds. In 1918, the authorities of the Convent applied for permission to reopen their college classes. A University Commission visited the institution in 1919. Other girls' (English) schools, maintained by private agencies, have come up since then with the result that there are now seven more of them working to the matriculation standard.

10. The State's direct effort in the extension of the higher education of women has not been less satisfactory. The Sarkar English Girls' School was founded in 1864. It made very slow progress, and obtained recognition from the University of Madras for the purpose of matriculation only in 1890. In 1896, four students matriculated from the school and wished to proceed further. Miss S. B. Williams, M. A., the Headmistress of the school, opened F. A. classes for these girls and obtained affiliation for the institution as a second grade college early in 1897. It then received the name of the Maharaja's College for Girls. Three of the four students persevered to the end of the F. A. course and passed the F. A. examination in 1899. The high school continued to be the more important part of the institution for many years longer, owing to the small number of girls who were willing to continue their studies after matriculation. Till 1901 the numbers in the college kept at three or four. In 1902, it rose to eight, only to fall back again to five in



H. H. THE MAHARAJA'S HIGH SCHOOL FOR GIRLS

1910. From 1911 however began an era of sustained progress. A separate staff was provided for the college in 1915, when its strength was 25. The merger of the college and the high school continued as regards staff and finance till 1921 when, after the separation of the school classes, the college was treated as an independent institution held still in the old but enlarged premises of the Sarkar Girls' School. In 1922, the college was removed to more spacious grounds and buildings situated amid healthier surroundings at Taikad so as to afford scope for its further expansion. Along with this transfer, the institution was named H. H. the Maharaja's College for Women. Since its migration, the college has grown rapidly. Classes in Sanskrit, Mathematics, Physics and Chemistry have been opened, affiliation in these subjects having been possessed but held in abeyance since 1907. During the last academic year the strength of the institution stood at 139.

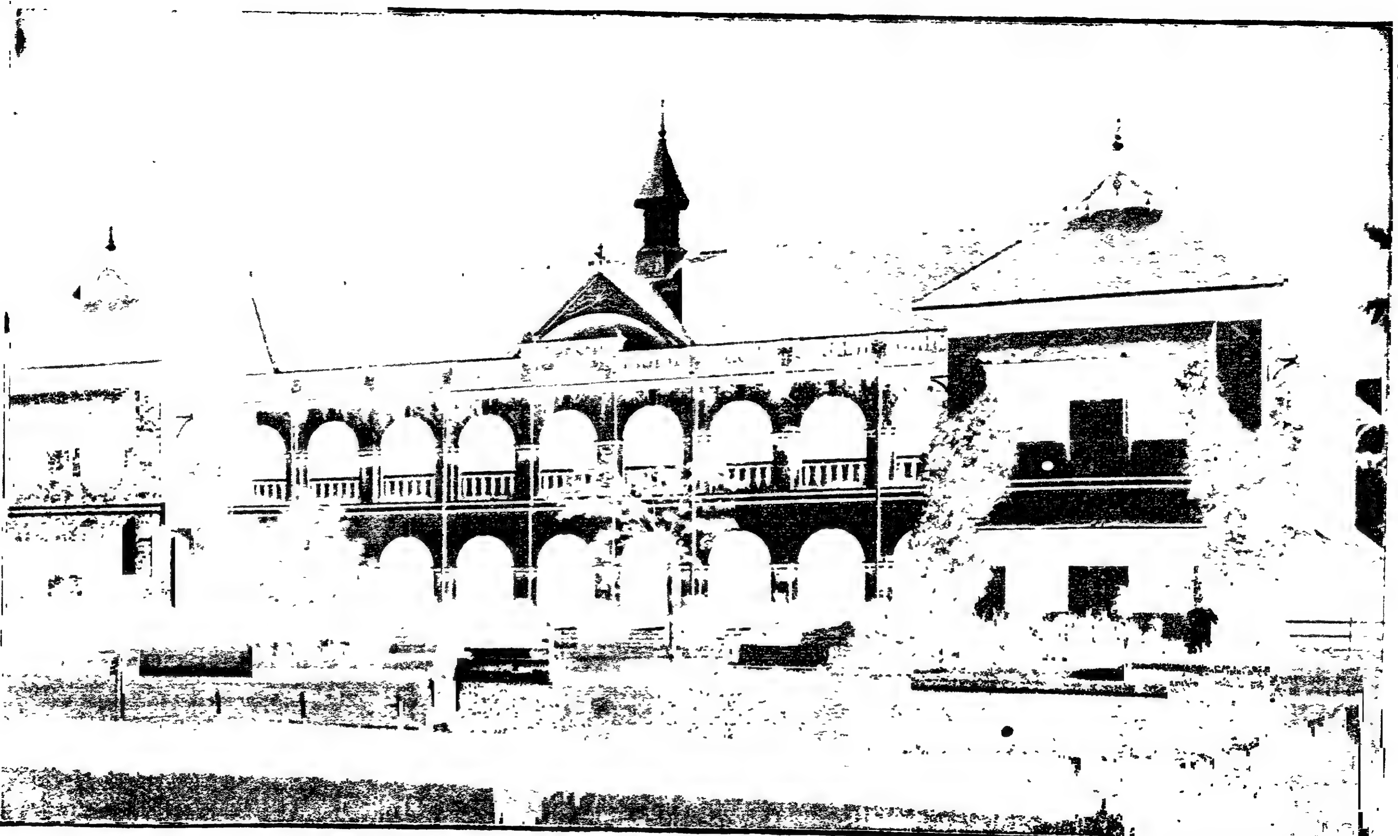
11. Training classes for women teachers were opened in the College for Girls in 1904. They continued to be attached to it till 1920, the highest grade of work undertaken being the training of undergraduates for the local Senior Teachers' Certificate examination. For the last three years, these classes have been absorbed in a Government Training School for Women located at Mead's compound in the neighbourhood of the Government High School for Girls.

12. For the training of male teachers the Government of Travancore founded in 1885 a Normal School at Trivandrum. This is significantly the year in which the L. T. degree course was introduced in the University of Madras. It was first located in the compound now occupied by the St. Joseph's High School. In 1903 it was transferred to Taikad. New and specially designed buildings were built for it in 1910. The Normal School became a Training College almost immediately after the completion of the new building. In 1910, it was affiliated to the University for the L. T. degree course. A qualified Principal was secured in Dr. G. F. Clark, M. A., Ph. D., (Glasgow and Jena). The L. T. class was formally opened on the 19th June 1911. A Manual Training section was organised in the Normal School in 1909. In 1914, the Instructor was made the organizer in Manual Training for the whole State. Successive

additions have been made to the grounds and buildings of the Training College. The annual expenditure of the Training College (including the Model School) which was Rs. 42,888 in 1911–12 had risen to Rs. 1,15,132 in 1921–22. The number of L. T.'s who have graduated from the institution up to date is 289 of whom 12 are women and 82 are teachers from Cochin. Through its Manual Training section, it has been instrumental in introducing that subject in 274 Sarkar schools. Within the year it is anticipated that *every* Government middle school will be provided with a trained Instructor in the subject.

13. English education in private institutions, both secondary and collegiate, has kept pace with that in departmental schools and colleges. The Nagercoil Seminary, founded in 1819, developed into a high school, which presented candidates for the matriculation examination of Madras in 1875. It rose to the rank of a second grade college in 1893. The Seminary at Kottayam, originally founded by the Church Missionary Society in 1816, presented candidates for the matriculation examination of the University of Madras in 1867, and became a second grade college in 1892. New colleges have been founded by private agencies in the last two years. The Union Christian College has been started at Alwaye by the conjoint efforts of certain Christian denominations of Travancore and Cochin (excluding the Roman Catholic), who desired to co-operate in educational work. It began work in 1921, with affiliation as a second grade college, teaching a single group of the Intermediate examination in Arts. In 1922, it received sanction to open another group of the Intermediate course. In 1923, it was raised to the rank of a first grade college, with affiliation in *three* branches, *viz.*, Mathematics, Philosophy and History and Economics of the Pass B. A. Standard. The college is situated on a site belonging to the Government of Travancore, and is housed partly in the old taluk Cutcherry buildings at Alwaye, which have been rebuilt by the management. The Government have granted the college the free use of the area and the buildings on condition* that the management falls in line with other aided colleges in the State in regard to a future University in the State. The Roman Catholics

* A copy of the Agreement is appended to the Report.



THE TRAINING COLLEGE

had a second grade college for women in the Holy Angels' Convent College at Trivandrum, between 1896 and 1906. No other Catholic college existed till 1922. Informal proposals to raise the Catholic high school at Trivandrum to the rank of a second grade college, and formal application for the revival of the Convent College were, however, made in the interval. In 1922, St. Berchman's English High School at Changanacherry, which had been a high school since 1891, received affiliation as a second grade college in Group III of the Intermediate course in June 1922, and the college has since become almost self-supporting. An application made by this institution for affiliation as a first grade college has been kept in suspense by the management, pending the submission of our Report.

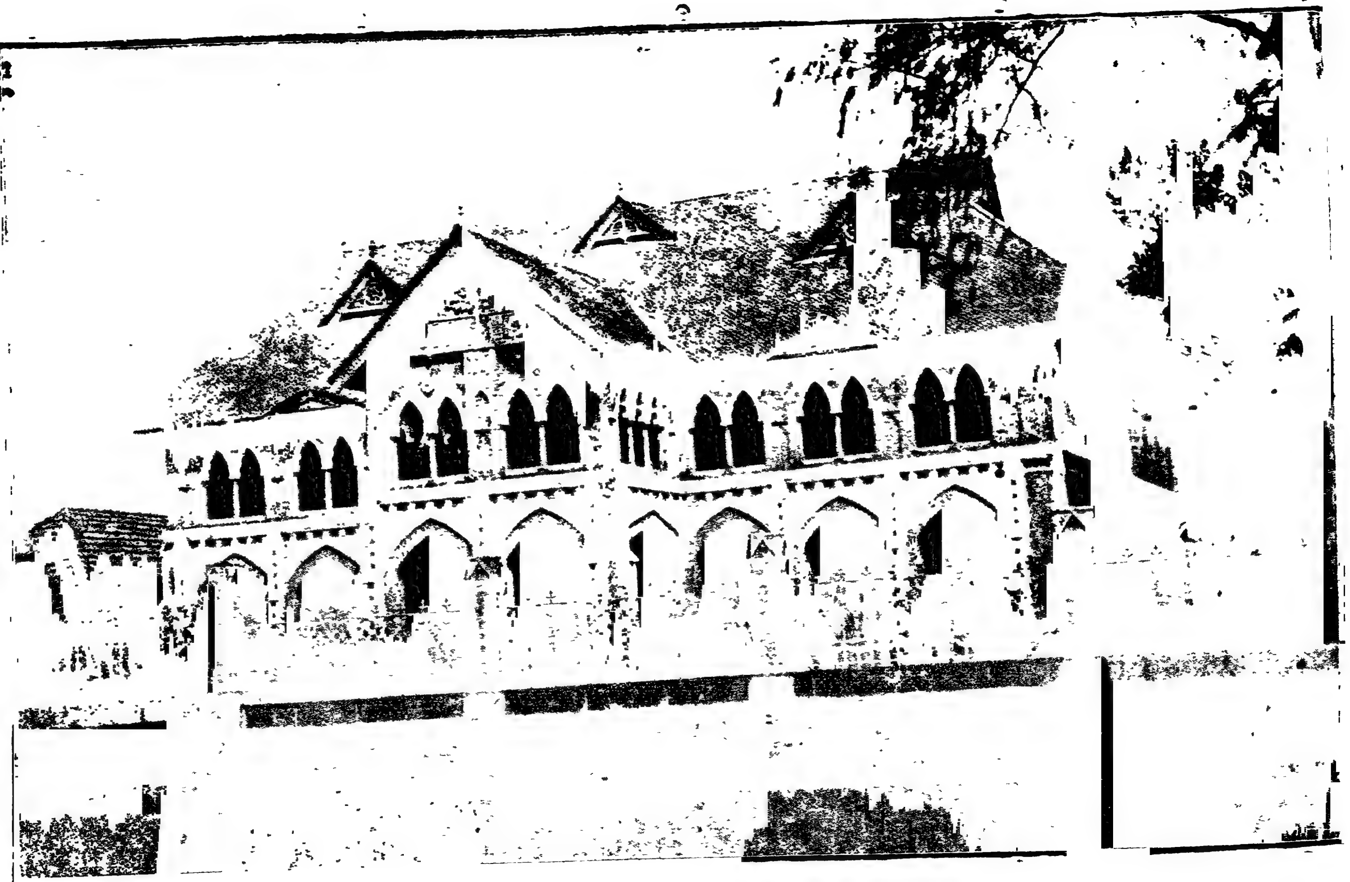
14. It is hardly necessary to give in detail the history of the other departments of educational activity within the State. A few salient features of their advance, however, deserve mention. By 1874 the English schools under Government management were 20 and one of them was a girls' school. They had a total strength of 1,862 pupils, brought in Rs. 7,332 as fees, and accounted for an aggregate expenditure of Rs. 51,610. The fees levied were low, being only a rupee a month in the matriculation and the college classes alike. Vernacular education had, meanwhile, made considerable progress. Towards the close of 1874 there were 28 district schools and 149 village schools, all under the direct management of the Government, as well as 20 aided schools. The aggregate number of pupils receiving instruction in these schools was 9,637 and the net expenditure to the Government on their account was Rs. 31,508, representing nearly three-fourths of the gross expenditure.

15. In 1878 (1053 M. E.) the English district schools, which had till then been under the supervision of the Principal of the College at Trivandrum, were placed under a whole-time Inspector of Schools. But the progress in English education continued slow till 1884 while that in the vernacular was rapid. This was mainly owing to the Government's policy of giving liberal grants-in-aid to vernacular schools. The enduring foundations of the wide-spread vernacular education, which has been one of the glories of the State, were laid during this epoch. In 1884, the Government resolved

that in future vernacular education should be advanced mainly by grants-in-aid to private agencies. The controlling staff was improved, a Vernacular Text-Book Committee to compose text-books was formed, and even a separate Department of Vernacular Education was organised under Mr. Rama Rao. In 1888, the system of grants-in-aid was extended to private English schools. This led to a corresponding increase in the number of new English schools. While there were only five aided English schools in 1890 their number rose to 22 in 1894. A Superintendent of English District Schools was appointed in 1887. An Industrial School of Arts was organised in 1889 (1064 M. E.). A Sanskrit school was opened at Trivandrum in 1889, which subsequently developed into H. H. the Maharaja's Sanskrit College.

16. The years 1895 and 1909 were eventful in the history of education in the State. Both are associated with the name of Dr. A. Crichton Mitchell. He became Educational Secretary to the Government in the former year, and the *first* Director of Public Instruction in Travancore in the latter. In 1895, a revised Grant-in-Aid Code was promulgated, educational institutions were classified and standardised, and the controlling agencies were revised, enlarged and strengthened by the infusion of new blood. The pay of teachers of all grades was improved. The total number of educational institutions in 1895 was 2,815, and their total strength 1,31,180. Their gross receipts and expenditure amounted to Rs. 62,393 and Rs. 3,55,851 respectively, the net cost to the Government on account of education being slightly under *three* lakhs. For the year 1909, when the Directorate was created, the corresponding figures were 3,447, 2,05,835 and Rs. 1,56,359 and Rs. 7,41,764 ; and the net cost to the Government was approximately *six* lakhs.

17. The great educational activity which began in 1909 is among the principal causes which have contributed to the desire for a separate University for the State. The chief measures of the period were the promulgation of a new Education Code and a new Inspection Code, the revision of the curricula of the English and vernacular schools, the introduction of Manual Training, the reorganisation of female education, for which an Inspectress of



THE SCHOOL OF ARTS

Schools had been appointed in 1908, the substitution of the School Leaving Certificate scheme for the old matriculation examination conducted by the University of Madras, and the foundation of the Training College for teachers. Tests of efficiency were imposed on all schools demanding recognition and were rigorously enforced. The pay of teachers in schools was again revised on generous lines. A liberal scheme of scholarships was also sanctioned. Special stress was laid upon the possession of high academic qualifications for educational employment, particularly in the collegiate and secondary departments. In short, education was "toned up" completely. The stimulus and the support for these reforms came of course from His Highness the late Maharaja, and the Dewan, Dewan Bahadur Sir. P. Rajagopalachari. It fell to Dr. Mitchell and to his successor Dr. A. W. Bishop, who had both been Principals of the college, to see the reforms through. The figures for the last decade furnished in the appendix to our Report will show that the progress has been well sustained in every department of educational activity within the State, since this eventful epoch in its educational history.

18. The development of education under the Department of Public Instruction was accompanied by a concurrent progress in the scientific and quasi-educational institutions and organisations of the State. It is necessary to take note of them in view of the valuable co-operation they can lend to a future University in the State.

19. A Government Museum at Trivandrum was opened in 1855. It was housed in a fine building specially designed by Mr. Chisholm and built in 1880. It has continued to receive special consideration from the Government. It had for many years a whole-time Director, in the person of Mr. Harold Fergusson, F. L. S. The Government Observatory, in which Mr. A. Broun, F. R. S., had conducted his observations as early as 1834, has been kept up but not improved. Its main work has been meteorological. In the place of spasmodic work by amateur workers subsidised by the Government, a Department of Archaeology was formed in 1909 and placed under the direction of the late Mr. T. A. Gopinatha Rao, M.A.,

formerly an Assistant in the Madras Archæological Department. His researches and publications have received wide recognition. Since his death the place has been filled by archæologists borrowed from the Madras Archæological service. The treasures of ancient learning preserved within the State were opened to the world when a department for the publication of Sanskrit manuscripts was formed under an eminent scholar, *Mahamahopadhyaya* Dr. T. Ganapati Sastri, who had for many years presided over the Sanskrit College at Trivandrum. This department has obtained a great reputation for its discoveries and publications and has published up-to-date 81 volumes.

20. Consistently with the love for Sanskrit and ancient culture, which has been the tradition of the Royal House of Travancore, Sanskrit education was attended to very early. The Sanskrit College which was founded in 1889 was reorganised in 1910 (1085), when the courses of studies in the college classes were improved and their duration was extended to five years. It was for long under the supervision of two eminent scholars, the late Valiya Koil Tampuran, C. S. I., and his distinguished pupil and nephew, the late Professor A. R. Raja Raja Varma Koil Tampuran, for some years the Principal of the Sanskrit College and later Professor of Sanskrit and Dravidian Languages and Principal of the Maharaja's College. An old Ayurvedic Patasala, which had been in existence since 1890, was made a college in 1921.

21. A People's Library at Trivandrum, which had been in existence since 1849, was taken over by the Government in 1898 and made the nucleus of the Trivandrum Public Library. A fine new building was constructed for it in 1902 during the administration of Dewan S. Sankarasubba Aiyar, C. I. E. This institution has been steadily maintained in an efficient condition and has grown in usefulness and popularity. It has acted as a valuable auxiliary to the colleges. A Public Lecture Committee was organised, in close association with the work of H. H. the Maharaja's College, in 1887, during the administration of Dewan T. Rama Rao, C. I. E. It continued its existence till 1922 when it was dissolved, as its functions had been meanwhile taken over by new scientific and propagandist departments like those of Agriculture, Industries and



THE PUBLIC LIBRARY

Co-operation. On them has devolved the publicity work, which the Public Lecture Committee had pioneered. An Educational Bureau was organised in 1910. It was removed in 1914 to the Training College and placed under its Principal. Its aim is to enable teachers to keep up their knowledge of general and educational subjects by offering library facilities to teachers in the State, who are now allowed to borrow books from it, the transmission charges being borne by the Government. We have attempted to give some idea of the financial aspect of the progress of these institutions in the tabular statements appended to this Report.

22. In the adjoining tracts of the West Coast educational progress has not been appreciably lower or less than in Travancore except in the higher stages of University education. The educational progress of Cochin indicates a healthy emulation with the sister State, and the desire to keep abreast of her in moral as in material progress.

23. Vernacular education in Cochin, based on the indigenous system, had a languid and precarious life between 1818 and 1832. In 1833, Proverthy schools were founded at the instance of Colonel Munro, the British Resident. In 1835, six taluk vernacular schools were established. They struggled on till their abolition in 1890. That year a powerful impetus was given to education by the creation of a Department of Vernacular Instruction. In 1892, the Vernacular and English Departments of Instruction were amalgamated.

24. English education in Cochin began at Mattancherry in 1818, in a grant-in-aid school, started by a Christian missionary. The school was closed in 1821. In 1835, another elementary English school was established at the same place. It still survives. In 1837, three years after the starting of the Raja's Free School at Trivandrum, English schools were opened at Trichur and at Tripunitura, the latter being reserved for the education of the Cochin princes. A third English school was opened at Ernakulam in 1845. The credit for the further advancement of English education on a large scale has been claimed for Dewan Sankunni Menon, who administered the affairs of Cochin with success and distinction for about 18 years. He had himself been an old pupil of the Raja's Free School at

Trivandrum. When he became Dewan in 1860, he found that the English schools at Ernakulam and Trichur had only about 30 students each. In 1865, he secured an European headmaster for the Sarkar high school at Ernakulam in Mr. A. F. Sealy, with whose name is associated "the progress of English education in the State in its earliest stages." In 1868, the first batch of candidates for the matriculation examination appeared from the school. In 1870, a commodious building was specially built for it under Mr. Sealy's own supervision. It has been successively enlarged in 1879, 1898 and 1921. Meanwhile it became a second grade college in 1875, and under its next two Principals, gained both in prestige and efficiency.

25. The progress of English education in Cochin has since then been steady and continuous. This is shown by the fact that in 1922 956 candidates were presented for the School Leaving Certificate examination, of whom 363 had been declared eligible for college admission. The corresponding figures for Travancore and Malabar are 2,621 and 1078, and 975 and 375 respectively. At the present time there are 28 English schools, recognised by the University of Madras for the matriculation examination within the State and the adjoining enclave of British Cochin, besides two second grade colleges, *viz.*, the Sarkar college at Ernakulam and St. Thomas College opened by the Catholic Diocese at Trichur in 1921.

26. The district of Malabar has similarly had a large number of English schools. English education in both the Native States has been largely the result of Government enterprise. In British Malabar progress has been achieved more largely by private effort. In 1923, there were four second grade colleges and 30 high schools in Malabar. The Basel Mission College at Calicut, (now known as the Malabar Christian College) was founded in 1848. It was recognised as a high school in 1879, and as a college in 1909. The Brennen College at Tellicherry owes its existence to an endowment left by an European Master Attendant. It was opened in 1862 and was taken over by the Government in 1872. It became a second grade college in 1891. Since 1884, its school departments have been made over to the local municipality. The chief college in the district is the Victoria College at Palghat, which was started in 1866

as a *rate* school, and became a second grade college in 1888. It was under the municipality between 1884 and 1919 when it was taken over by the Madras Government. Its fame and influence are due to the late Mr. C. M. Barrow, its headmaster between 1899 and 1903. Mr. Barrow was also largely responsible for the foundation of the Kerala Vidyasala, which was started by the Maharaja Zamorin of Calicut as a school for young Rajas in 1877, and subsequently became in 1880 a second grade college open to all classes.

27. Sanskrit education has naturally always received considerable attention both in Malabar and Cochin where the old indigenous methods are still followed in imparting it. Efforts have not been wanting to bring the Sanskrit Patasalas into line with the work of the University of Madras. There are now two Sanskrit colleges in each of the areas, maintained out of private endowments, which enjoy affiliation to the University of Madras for the Oriental Titles courses. The ancient *Ottunmar Matam*, near the Tirunavai temple, endowed by the Zamorin Maharaja, in which Nambudiri youths from all over Kerala receive a course of education in the traditional Vedic lore from the age of 12 to 25, still continues to serve its traditional purpose.

28. Arabic is cultivated more in Malabar than in Cochin or Travancore, as almost a third of the population of Malabar consists of Moplahs. The Muhammadan college attached to the Jamat Mosque at Ponnani, which claims to have been founded more than 600 years ago, imparts instruction on traditional Islamic lines to a number of Mussalman pupils. In Travancore Muhammadan education has latterly received attention. Arabic schools are being founded as the demand for them arises. A graduate Inspector of Muhammadan Schools has been appointed in Travancore to organise new schools and to inspect the old.

29. The education of its girls has been one of the glories of Kerala. This is evident as much in Cochin and Malabar as in Travancore. In the two former areas there are now 17 girls' high schools recognised by the University for the matriculation examination,

30. The scope for collegiate work in Malabar will be evident from the circumstance that 1,114 candidates were presented in 1923 for the Secondary School Leaving Certificate examination from British Malabar of whom 388 were declared eligible for a University course of study.

31. In the matter of technical education, the progress which has been made has been both small and spasmodic. This is equally true of every part of Kerala. The Sri Mula Rama Varma Technical Institute, Nagercoil, was opened with a qualified staff as a private institution in 1904. It was taken over by the Government in 1906. In 1923, its scope was modified and a separate Carpentry and Smithery school was established at Quilon. A Forest College was opened at Quilon in 1920. As there is no need to train more men for the Travancore Forest Service for some years to come, orders have been issued to close this institution. Four Agricultural schools have been maintained by the Agricultural Department in Travancore. The Department of Industries in Travancore similarly supervises or maintains 35 private aided, and 5 Government Industrial schools. A Sarkar School of Commerce under a competent staff was opened at Alleppey in 1921. A School of Commerce has been maintained at Calicut by the Madras Government, for many years, and it has been considered one of the largest institutions of its kind in South India. On the 31st December, 1923, it had on its rolls 737 students.

32. A Government medical school was in existence in Trivandrum till 1904 when it was closed. Another medical school, under the management of the London Mission, has been in existence at Neyyoor in South Travancore for nearly half a century. This school has been recognised by the Medical Department of Travancore. The duration of its course of studies extends to five years, and its studies include practical work and clinical and hospital training. Admission is at present limited to successful candidates in the E. S. L. C. examination, who have been declared eligible for admission to a University course. The course of studies and conditions of work in this school correspond to those of the Government medical schools in the presidency of Madras which train students for the L. M. P. diploma.

33. We have come to the conclusion that it will be desirable not to include the districts of Tinnevelly and South Canara in a University to be started for the State. Nevertheless, as the Government Order constituting our Committee has referred to the possibility of the incorporation of one of the two areas, and the inclusion of the other has been suggested by correspondents, we have felt it necessary to include in our Report a short sketch of educational work in these tracts also.

34. In the district of Tinnevelly, as it was formed before some taluks of it were transferred to the district of Ramnad, English education received nearly as early a start as in Travancore. This was mainly due to the enterprise of the Christian missions as well as to the existence of an old port at Tuticorin. The C. M. S. College at Tinnevelly, which has developed from an English school maintained by the mission, became a second grade college in 1878. The Anglo-Vernacular school started by some Hindu gentlemen of Tinnevelly in 1861 for "imparting a superior secular education to the boys of the District," was recognised as a high school in 1867, and as a second grade college in 1878, when it received the name of the Hindu College. It has recently been given affiliation as a first grade college in the History and Economics branch of the B. A. degree course. A high school for girls has existed at Palamcottah under the management of the C. M. S. since 1862. A second grade college works in close association with it. In 1922, the Jesuit Mission of Tinnevelly raised St. Xavier's High School at Palamcottah to the position of a second grade college. Since then, the institution has been affiliated in Group I as well as in Group III of the Intermediate course. A Sanskrit college has been maintained at Kalladakurichi since 1917. The number of high schools in the district is 16, and the number of candidates sent up for the S. S. L. C. examination of Madras in 1923 was 763. A point in which it comes nearer the West Coast than any other area of the presidency of Madras is the high percentage of female literacy.

35. South Canara has at present two first grade colleges and a second grade college. All these are situated at Mangalore.

The oldest of these is a Government institution established in 1866. St. Aloysius' College was opened by the Jesuits in 1880, for the benefit mainly of the large Catholic population of South Canara. It is a first grade college, affiliated in Mathematics, Philosophy and History and Economics for the B. A. degree. It offers instruction in Latin, French, Sanskrit, Malayalam and Kanarese also. For the education of the Catholic girls of the area, a second grade college for women was opened in 1921 by the 'Sisters of the Apostolic Carmel.' It has recently been raised to the rank of a first grade college, and affiliated in Branch V of the B. A. degree course. Two Sanskrit colleges maintained by private munificence have existed in the district since 1904 and 1911, and both enjoy affiliation to the University of Madras for the Oriental Titles standard.

NEET DATED 19TH EDAVAM 992 M. E. ON VERNACULAR EDUCATION, ISSUED BY H. H. RANI GAURI PARVATI BAI OF TRAVANCORE.

നീട്ട്.

കൊടുത്തുട്ടസാധനവും വായിച്ചു കേട്ട് അവസ്ഥയും അറിഞ്ഞു. കൊല്ലത്തിനു വടക്കുള്ള പ്രദേശങ്ങളിൽ ഒള്ള പിള്ളരെ എഴുത്തു പഠിപ്പിക്കുന്നതിന് വാദ്ധ്യാന്മാൎക്കു ശമ്പളം കൊടുപ്പാൻ ജനങ്ങൾക്കു വകയില്ലാതേയും പള്ളിക്കൂടവും വച്ച് വാദ്ധ്യാന്മാർ വന്ന് പാൎക്കാതേയും ആ ദിക്കുകളിലുള്ള ആളുകൾക്ക് എഴുത്തും കണക്കും ഇടപെട്ടുള്ള അഭ്യാസം ഏറ്റവും കുറവായിട്ടു വന്നിരിക്കുന്നു എന്നും പണ്ടാരവകയിൽ നിന്നും ശമ്പളവും കൊടുത്തു വാദ്ധ്യാന്മാരെ ആക്കി പിള്ളരെ എഴുത്തും കണക്കും പഠിപ്പിച്ച് പ്രാപ്തി ആക്കിയാൽ ഓരോ ഉദ്യോഗങ്ങൾക്കും കണക്കെഴുത്തിനും ഉപകാരമായിട്ടും രാജ്യത്തേക്കു യശസ്സും കീൎത്തിയും ധൎമ്മവും അഭിവൃദ്ധിയായിട്ടും വരുന്നതാകകൊണ്ടു ആ വകയ്ക്കു മലയാണ്മ അക്ഷരവും വില്പത്തിയും ജോതിഷവും വശം ഒള്ളതിൽ ഒരാളിനേയും തമിഴും കണക്കും വശം ഒള്ളതിൽ ഒരാളിനേയും ഇതിന്മണ്ണം ഓരോ സ്ഥലത്തേക്കു രണ്ടു വാദ്ധ്യാന്മാർ വീതം ആക്കി അവൎക്ക് പേരൊന്നിനു മാസം ഒന്നിനു ൫൦ പണം വീതം ശമ്പളവും വച്ച് കൊടുത്താൽ പഠിപ്പിക്കുന്നതാകകൊണ്ടു ഇപ്പോൾ മാവേലിക്കര മണ്ടപത്തുംവാതുക്കലേക്കു രാമവാൎയ്യനേയും ശങ്കരലിംഗം വാദ്ധ്യാനേയും കാൎത്തികപ്പള്ളിമണ്ടപത്തുംവാതുക്കലേക്കു അരിപ്പാട്ടു കൊച്ചുപിള്ള വാൎയ്യനേയും ശുചീന്ദ്രത്തു വള്ളിനായകം വാദ്ധ്യാനേയും തിരുവല്ലാ മണ്ടപത്തുംവാതുക്കലേക്കു വട്ടപ്പറമ്പിൽ കുഞ്ഞുകുഞ്ഞിനേയും ചട്ടനാഥവാദ്ധ്യാനേയും കൊട്ടാരക്കര മണ്ടപത്തുംവാതുക്കലേക്കു പെരൂർ കുറിപ്പിനേയും ശിവജ്ഞാനംപിള്ളയേയും ആക്കി അവൎക്കു പേരൊന്നിനു അമ്പതു പണം വീതം ശമ്പളവും വച്ച് കൊടുപ്പിക്കേണ്ടുന്ന അവസ്ഥകൊണ്ടല്ലൊ എഴുതിവന്നതിനാലാകുന്നു.

ഇപ്രകാരം നിശ്ചയിച്ചതു യുക്തമായിട്ടുള്ളതാകകൊണ്ട് എഴുതിവന്നതിന്മണ്ണം തന്നെ ഒരോ സ്ഥലത്തേക്കും ഈരണ്ടു വാദ്ധ്യാന്മാർവീതവും ആക്കി പേരൊന്നിനു മാസം ഒന്നിനു ൫൦ പണം വീതം ശമ്പളവും വച്ചു കൊടുത്തു അവരവരുടെ പിള്ളരെ പള്ളിക്കൂടത്തിൽ കൊണ്ടുവന്നു വിട്ടാൽ അവരെ ഒക്കെയും എഴുത്തും കണക്കും നല്ലപോലെ പഠിപ്പിക്കത്തക്കവണ്ണവും, ൧൫ ദിവസത്തേക്കു ഒരിക്കൽ അതാതു മണ്ടപത്തുംവാതുക്കൽ തഹശീൽദാരനും സമ്പ്രതിക്കാരന്മാരിൽ ഒരുത്തനും പള്ളിക്കൂടത്തിൽ ചെന്നു എത്ര പിള്ളര് എഴുത്തു പഠിച്ചുവരുന്നു വെന്നും അവൎക്കു

എന്തെല്ലാം അഭ്യാസങ്ങൾ ആയെന്നും വയ്യോല എഴുതി ഹജ്ജൂരിൽ കൊടുത്തയക്കേണ്ടുന്നതിന്നും ചട്ടംകെട്ടി ഓരോ മാസം തികയുമ്പോൾ ആവകയ്ക്കു വിവരമായിട്ട് വയ്യോല എഴുതിച്ചു നാം ബോധിക്കുന്നതിനു കൊടുത്തയക്കത്തക്കവണ്ണം നിദാനം വരുത്തിക്കൊള്ളുകയും വേണം എന്നും ഇക്കാര്യം ചൊല്ലി ൧൦൦൮-ാമാണ്ട് ഇടവമാസം ൧൦-ാനു ദിവാൻ പേഷ്കാർ വെങ്കിട്ടരായർക്ക് നീട്ടു എഴുതിവിട്ടു എന്നു തിരുവുള്ളമായ നീട്ട്.

ഉല്യംചാത്തു.

NEET DATED 10TH MITHUNAM 1009 ON ENGLISH EDUCATION ISSUED BY H. H. MAHA RAJA SRI SWATI TIRUNAL OF TRAVANCORE.

നീട്ട്

ഇംകിരസു പഠിപ്പാൻ മനസ്സുള്ള ആളുകളെ ധർമ്മത്തിനായിട്ടു അഭ്യസിപ്പിക്കേണ്ടുന്നതിനു പിടിപ്പതായിട്ടുള്ള ആളിനെ ഇവിടെ ആക്കീട്ടില്ലാഴികകൊണ്ട് ഇപ്പോൾ ആ വകയ്ക്കു് നാഗർകോവിലിൽ പാത്തിരിക്കുന്ന മെസ്തർ റാബർട്ടിനെ ആക്കിയാൽ ജാഗ്രതയായിട്ടു ഇംകിരസു അഭ്യസിപ്പിക്കുന്നതാകകൊണ്ടും അതിന്മണ്ണം മെസ്തർ റാബർട്ടിനെ . ആക്കി മാസം ഒന്നിനു രൂപാ ൧൦൦ വീതം പതിവിൽ കൂട്ടി എഴുതിക്കൊടുപ്പിച്ചു ഇംകിരസ് അഭ്യസിപ്പിച്ചു കൊള്ളത്തക്കവണ്ണം നിദാനം വരുത്തിക്കൊള്ളുകയും വേണം എന്നും ഇക്കാര്യം ചൊല്ലി ൧൦൦൯-മാണ്ട് മിഥുനമാസം ൧൦-ാനു ദിവാൻ ശേഷാപണ്ഡിതർ സുബ്ബാരായർക്കു നീട്ട് എഴുതിവിട്ടു എന്നു തിരുവുള്ളമായ നീട്ടു.

CHAPTER III

SECONDARY AND UNIVERSITY EDUCATION IN THE AREA

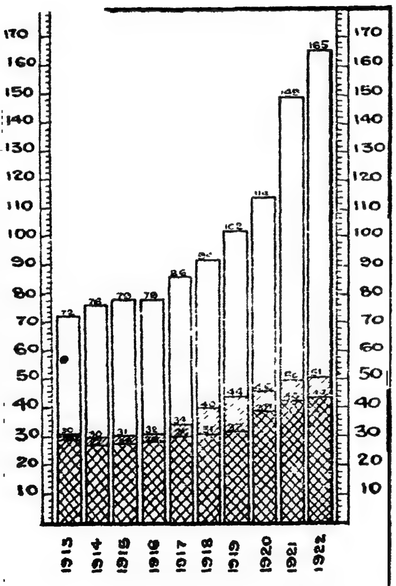
A review of the present condition of secondary and university education within the area is necessary for a comprehension of the various aspects of the questions which have been referred to us and of our views and recommendations in regard to them. The justification for a new University, whether restricted to Travancore or embracing the wider area comprised by the whole of Kerala, is sought *inter alia* in the foundations already laid for such a University, and in the evidence which the history of the educational progress in the tract affords of the volume and intensity of the demand for higher education and of the preparedness of the educational institutions in it for organisation as a new University.

2. The enduring basis of a University is a sound system of secondary education, which again implies a good scheme of elementary education. In the past, university education has suffered both in India and in other countries through the absence of a proper correlation between it and the earlier stages leading to it. Unfortunately, in most of the enquiries undertaken in India into the condition of university education, a comprehensive review of the whole field, of which university education is a part, has not yet been undertaken. The Education Commission of 1882, of which Sir W. W. Hunter was the President, was forbidden to trench on questions relating to university education. The recommendations of this Commission did not include any suggestions for a more effectual co-ordination of university education and secondary and primary education. The Indian Universities Commission of 1902 was restricted to the consideration of higher education. It did not go into the question of secondary education except incidentally. It only stressed the importance of the bearing of a sound system of secondary education as a foundation for university education and laid down certain provisions by which the Universities might ensure an adequate efficiency in the secondary schools preparing candidates for university institutions.* The Report of the Calcutta University

Commission has illuminating chapters on secondary education in Bengal, describing and commenting on secondary education in India in general and the ways and means of improving it. The conditions of secondary and elementary education within the state do not come within the explicit terms of our reference. Neither did they form specifically part of the reference to the previous University Committee who, however, felt themselves justified in dealing with them briefly in paragraphs 23 and 24, and in devoting part of their sessions to discussions of the conditions of secondary education in Travancore. A more direct reference was made to reforms in secondary education and in elementary education as conditions antecedent to the formation of a University in some of the Dissenting Minutes appended to the Report of the above Committee. Paragraph 18 (6) of the G. O. constituting our Committee lays on us the duty of making suggestions on the relations of the University to secondary and intermediate education, and paragraph 14 requires us to re-examine generally the conclusions and recommendations of the previous Committee. We accordingly feel the need to sketch in broad outline the features of secondary education in the state and make a few recommendations for its improvement in the interests of the development of a proper University. When a new University is established it will become necessary for the Government, in consultation with the University, to go into the question of the soundness and the strength of the pre-university stages of education.

3. It has been observed by the Calcutta University Commission that, except in the United States of America, Canada and Japan, there is nothing comparable to the eagerness for secondary education shown in certain areas of India as exemplified by the increase of 19 per cent in the number of secondary schools in India of all grades and of 33 per cent in the number of pupils in them during the quinquennium preceding their Report (1912-17). The statements and graphic representations of the figures contained therein, which we append to this chapter of our Report, will show that the rate of progress in secondary education in Kerala is even greater than that which gave satisfaction to the Sadler Commission. For instance, in 1913, the number of secondary schools in Travancore was 72, in

DIAGRAM SHOWING SCHOOLS & SCHOLARS IN TRAVANCORE.

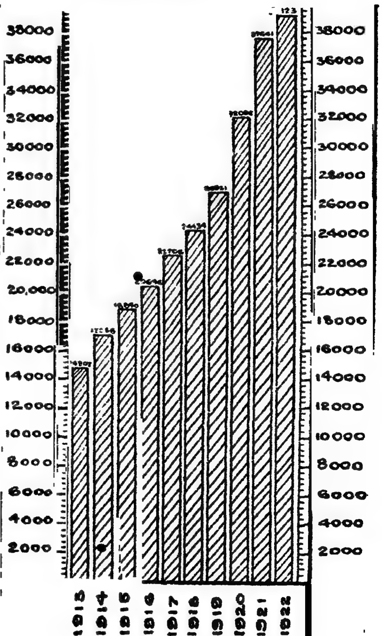


Reference ---

No. of Complete High schools.

No. of incomplete Do.

No of English Middle schools up to & including Form III.



1922 it was 165, and in 1923 it was 180. The number of students in all secondary schools in Travancore in 1913 was 14,807, in 1922 it was 39,123, and in 1923 it rose to 41,512. In the quinquennium following 1913, the number of secondary schools and scholars had increased respectively by 30·5 and 65 per cent, and in the next quinquennium the increase in these respects was by 91·6 and 69·1 per cent. In 1913, the number of students in the three highest classes of secondary schools within our state was 4,444. In ten years it rose to 9,684. In 1923, the number was 10,765. In 1913, the aggregate number of students in the highest class of the secondary schools, *i. e.*, the potential number for the Matriculation was only 1,225. It had risen to 2,008 in 1917, when the first Travancore University Committee was appointed, and in 1923 it was 3,016. That is, the number had roughly trebled itself during seven years.

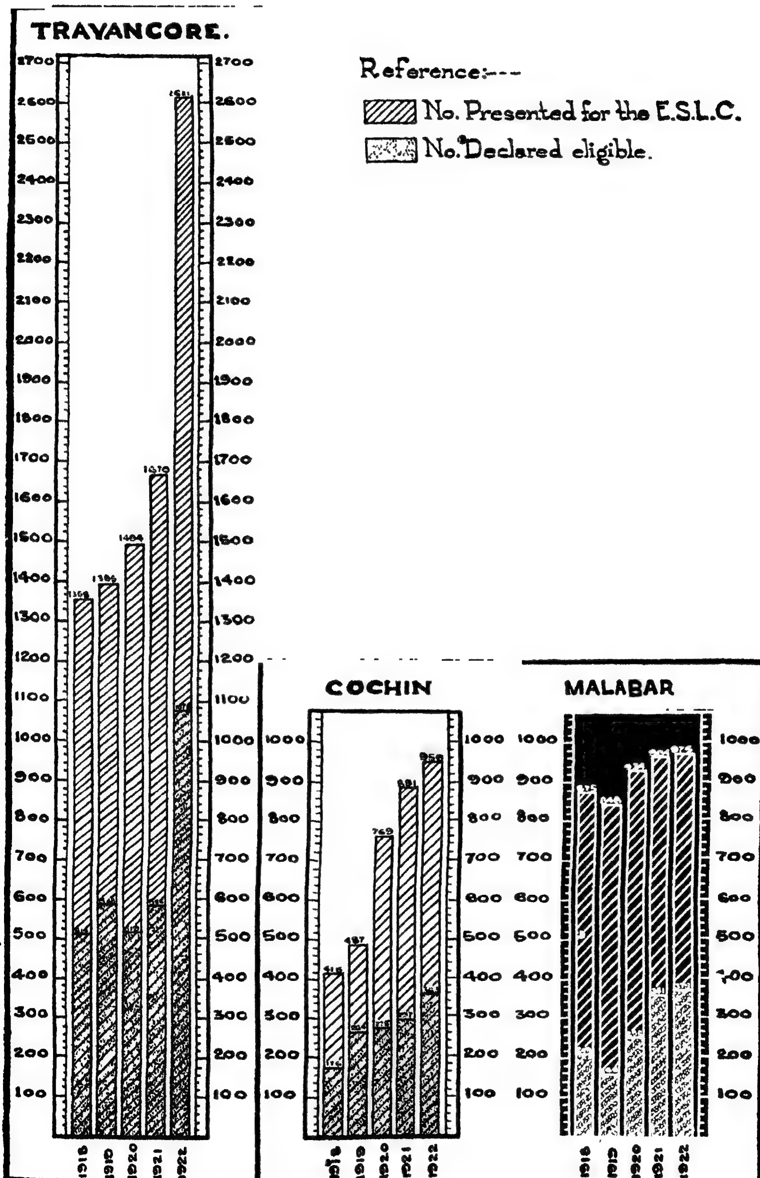
4. During the quinquennium 1917-22, the number of *complete* secondary schools in British India rose from 1,584 to 2,040, and the number of their students from 5,47,000 to 5,59,258, showing an increase of 29 and 2·2 per cent respectively in the number of schools and of students. The increase during the same period in Travancore in each of these respects was by 46·7 and 58·8 per cent. In the same period, in the state of Cochin, and in the district of British Malabar, the strength of the high schools had increased only by 23·4 per cent and 19·2 per cent. The number of students in the Matriculation classes in the state of Cochin increased by 54·5 per cent in the quinquennium ending with 1922, and the number of such students in the district of Malabar increased in the four years ending with 1922-23 by 24·4 per cent. These figures will show that the rate of progression in secondary education is thus much greater in Kerala than in British India and, within Kerala, it is greatest in Travancore.

5. Till 1910, the entrance test for admission to the University of Madras was its Matriculation examination. This examination, though not formally abolished, was virtually superseded by the S. S. L. C. scheme brought into operation that year. The chief features of the old Matriculation test were : (1) its reliance exclusively upon the marks of a public examination and its ignoring course marks or

school marks ; (2) its prescription of a uniform curriculum, without any options, which every school had to follow, and a certain number of subjects for examination; (3) the non-specialised character of the courses of study which included, besides English and a vernacular or a classical or modern European language, Arithmetic, Algebra and Geometry, Physics and Chemistry, the History of England and the History of India and Geography ; (4) its conduct by a single body which examined an immense number of students, *e. g.*, 7,508 in December, 1909; (5) the narrowness of the range of subjects included in its curriculum and the absence of freedom for specialisation ; and (6) the omission to make the test equally serve the purposes of admission to the University and to the public service, and to technical institutions and vocational or professional courses. They were the chief grounds of complaint against the old Matriculation examination. In 1910, the S. S. L. C. scheme was introduced in the presidency of Madras. The scheme was followed with modifications in the states of Travancore and Cochin. For instance, in Travancore, Indian History was given the same weight as English History as an optional subject, and Nature Study was substituted for Elementary Science. The schemes, which have been in vogue in the two Indian states ever since, contained several improvements. They recognised course marks for the purpose of moderation of the marks of the final public examination, in the light of the entire school record of the candidate. They provided for specialisation in the highest form of the secondary school. They made provision for a certain number of subjects in which there would be instruction but no public examination, resulting in a corresponding reduction in the strain of the final examination test. They substituted a standard based upon average proficiency for the absolute minima prescribed in the old Matriculation test.

6. A considerable revenue had been derived by the University of Madras from its Matriculation examination which ceased to accrue when it gave way to the S. S. L. C. scheme. The areas in which the new scheme was introduced were required to compensate the University for its loss of income. The Government of Madras has been paying the University an annual compensation of about

DIAGRAM SHOWING THE NUMBER OF CANDIDATES PRESENTED & DECLARED ELIGIBLE FOR A UNIVERSITY COURSE OF STUDY



Rs. 30,000. The states of Cochin and Travancore have also been making contributions which will be saved if a new University is started. The amounts paid by Travancore to the University are set forth in the statement given below :--

AMOUNT PAID TO THE UNIVERSITY OF MADRAS ON ACCOUNT OF S. S. L. C. EXAMINATION ETC., BY THE GOVERNMENT OF TRAVANCORE.

Year.	Number of pupils presented for the public examination.	Amount paid to the University of Madras.			Gross cost.			Fee income.		
		Rs.	chs.	c.	Rs.	chs.	c.	Rs.	chs.	c.
1911 ...	666	875	21	11	7,116	3	3	7,991	27	14
1912 ...	710	939	3	8	7,580	24	8	8,520	0	0
1913 ...	721	1,230	24	3	7,657	3	13	8,688	0	0
1914 ...	832	857	0	14	9,126	27	2	9,984	0	0
1915 ..	1,022	1,861	15	11	10,402	12	5	12,264	0	0
1916 ...	1,092	2,291	7	2	10,812	20	11	13,104	0	0
1917 ...	1,137	2,260	12	8	10,916	22	5	13,644	0	0
1918 ...	1,358	2,368	13	1	13,669	14	15	16,308	0	0
1919 ...	1,395	1,657	20	10	14,896	7	6	16,554	0	0
1920 ...	1,494	1,960	7	14	15,883	20	2	17,844	0	0
1921 ...	1,670	2,600	12	8	16,991	25	14	19,992	0	0
1922 ...	2,621	2,600	12	8	24,903	2	10	31,419	0	0
1923 ...	2,580	2,600	12	8	24,930	23	1	30,825	0	0
1924 ...	2,837	2,600	12	8	26,061	18	11	33,936	0	0

7. The introduction of the S. S. L. C. course created great hopes, but there has been a distinct fall in enthusiasm for the new course as compared with the old, since its effects have begun to be clearly perceived. It is now said that a standard based on an average proficiency is apt to vary from year to year, and from subject to subject, and that a shifting and uncertain standard is unsatisfactory. It is alleged that the practice of moderating the public examination marks by the school marks has led to the manipulation

of the school marks. The wide range of choice given in the subjects of examination has been found to be very little availed of in practice The inclusion of such subjects, it is said, has only tended to increase the cost of the examination. Difficulties have also risen when students who had taken haphazard combinations of subjects, mixing up general and vocational subjects such as Indian History and Type-writing, offer themselves for admission to the university classes. Complaints have now become common of the poorer quality of the candidates admitted to the university classes, and who are said to be even more unprepared for university work than those who matriculated under the old system. The heavy failures in the Madras Intermediate examination have been ascribed to the defective material so provided for colleges as a result of the introduction of the S. S. L. C. scheme. Within the University itself, the feeling has grown that the University does not possess a sufficient control of the standard of admission to its courses since the reform and that it has lost a considerable revenue. In the presidency of Madras, a single board conducts the S. S. L. C. examination for practically the whole area commanded by the University. It is felt that these evils inherent in the old Matriculation examination, embracing many thousands of students, are perpetuated in the new scheme as well. Complaints have also been made that the system of specialisation has led to lopsidednesses in secondary and university education. The want of uniformity in the schemes adopted in Madras, Travancore and Cochin and the difficulty of moderating the examination results on an average basis, have also caused dissatisfaction. It may be noted from the appended statements giving the average marks in the different subjects in Madras, Travancore and Cochin S. S. L. C. examinations during the past twelve years that the averages are generally higher where the number of candidates is small, and that they are higher in the relatively more progressive West Coast than in a big presidency embracing areas of different and unequal educational levels. As the defects of the S. S. L. C. scheme were realised, the University was obliged to tighten its control over the admissions, by laying down detailed rules for 'moderation' and the determination of eligibility for admission to the university courses. These have added to the complexity of the scheme.

The feeling has now accordingly become general that the substitution of the S. S. L. C. for the old Matriculation examination has practically done not much more than substitute one public examination for another, an examination conducted by the departments of education for one managed by the University, and a test of admission to the University virtually resting upon the results of a public examination for one which was also admittedly based upon examination results.

8. A considerable amount of evidence, particularly from persons in touch with secondary and intermediate education in South India, has been before us. They are full of complaints of the S. S. L. C. scheme now in force. Different witnesses emphasise one or other of the criticisms already detailed. None of the complaints against the methods of instruction and examination in the secondary schools, which used to be brought up before the advent of the S. S. L. C. scheme, has apparently lost justification in the existing order, if we may judge from the remarks made every year in the printed reports of the Boards of Examiners for the conduct of the S. S. L. C. examination both in Travancore and in Madras. In paragraph 24 of their Report, the last Committee condemned the teaching of Science in the secondary schools of the state. The reports of the Boards of Examiners and the evidence tendered to us appear to imply that the teaching of all the other subjects also requires improvement. Where, as in the Boards of Examiners, specialists who are naturally desirous of improvement in the standards of their own subjects, and who are usually engaged in collegiate work, set the standard and furnish the criticism of the methods of teaching, some allowance may perhaps have to be made in favour of the schools. The conditions of the schools have obviously improved during the past few years both within and without the state. In many places more substantial school buildings have been provided. The provisions of the Education Codes prescribing the maximum number of students to be admitted in a class, the equipment necessary for the teaching of every subject including the Physical and Natural Sciences and Geography, and insisting on the employment of duly qualified and properly trained teachers, are strictly enforced. The

schools are better equipped, in many cases better housed, and usually better staffed than they were a decade ago. It is natural to expect that a corresponding improvement should have taken place in the quality of work generally done in the schools and of the training imparted in them. It is possible to reconcile these signs of progress with the criticisms of examiners by seeing in the latter only corresponding improvements in the ideals of the examining boards and their desire to pitch the standards high.

9. In the criticisms of the system of secondary education now in vogue in South India, which many of our witnesses have favoured us with, we recognise two types:—

(1) Criticisms which are equally applicable to the old order superseded in 1910 by the introduction of the S. S. L. C. scheme ; and

(2) Criticisms which indicate a sense of disappointment at the failure of this scheme to remedy existing defects and to obviate new difficulties.

10. Criticisms relating to the medium of instruction in the secondary schools and the medium of examination in the S. S. L. C. scheme, the complaints against the neglect of physical and moral training, the dissatisfaction with the prescription of the same kind of training and the same courses of studies for girls as for boys, the prescription of an identical test for entrance to the public service and to the University, the neglect of the needs of the able student, the adoption of forms of instruction and examination which unduly encourage the cultivation of the memory, the absence of opportunities for students to do individual work, especially in the Physical and Natural Sciences, and the imposition of a minimum age for the Matriculation, come under the first head.

11. As instances of criticisms of the second kind, the following might be mentioned. The narrowness of outlook engendered by the commencement of specialisation in the Fifth Form, the omission by the bulk of the students to study vital subjects like Elementary Science, Geography and the history of the mother country, the

dominance of the final examination whose needs are allowed to determine the whole work of the secondary school, the neglect of the subjects which are not included in the scheme for the public examination (*e.g.*, History and Geography), the decline of educational morale by keeping up the pretence of sound teaching in "compulsory subjects" which suffer neglect because no one will be examined therein, the practical loss of the opportunities afforded by the large number of options in the S. S. L. C. course and by the deliberate choice of the schools which confine their students just to those subjects which would secure the admission of the candidates to the university courses, the fluctuating standards determining the eligibility of candidates for college admission year after year, the want of uniformity in the methods of examination, the absence of improvement in the methods of instruction, the complex machinery provided for the "Matriculation," the dual control of college admissions which are determined first by the moderated marks of an examining board and next by a moderation according to a scheme laid down by the Syndicate of the University, and the inability of the schools to keep pace with the requirements of the science curricula, as by their failure to provide well-equipped laboratories, in which the students of the experimental sciences would be able to do individual work. Such complaints as that the system of school teaching neglects the development of the moral and aesthetic sides of the students are equally applicable to every stage of education in the country.

12. It is noteworthy that, while none of these criticisms can be regarded as new, they seem to indicate that unanimity has been reached in desiring the revival of the Matriculation examination. But the abandonment of the S. S. L. C. course, though urged by a large number of witnesses including many teachers of experience and position, cannot but be regarded as a retrograde measure. The gravamen of the offence of the S. S. L. C. system appears to be that it is approximating more and more to the Matriculation which it displaced. Clearly the remedy is not to revive the original Matriculation if the latter was displaced for good reasons. A reform of the S. S. L. C. scheme may satisfy many of its critics. Many of our witnesses, for example, desire only two things, *viz.*,

the indication of the subjects which should be regarded as the minimum for instruction and examination, and a widening of the scope for 'options' outside these subjects. There is general agreement in our evidence in deprecating an increase in the present age for the Matriculation, or any extension in the duration of the secondary school course. Any increase in the quantity of the work to be done in the schools will also be resented, even if practicable. The general trend of opinion among the educational witnesses is that the existing curriculum errs, if at all, on the side of heaviness. What is demanded is apparently such a thorough revision of the curricula of the secondary schools and the S. S. L. C. examination as might reconcile the two aims, after the whole question has been subjected to independent enquiry by such a body especially appointed to deal with the questions as we have already suggested.

13. In regard to one or two of the criticisms referred to above, we might perhaps state our own position. There is first the question of the medium of instruction and examination in the secondary school and in the S. S. L. C. examination. Many of our witnesses have advised the substitution of the vernacular as the language of instruction in all subjects except English, and of examination in the S. S. L. C. in all such subjects. It is hardly necessary to discuss the *pros* and *cons* of this old question. The Calcutta University Commission have cited with approval the opinion of some of their witnesses who declared that students who had undergone a course of instruction entirely through the medium of the vernacular showed greater mental alertness and capacity than students trained through the medium of English. In Travancore the experiment of teaching all non-language subjects in the vernacular has been carried on for years in the higher grade vernacular schools in which English is only a second language. Their experience is decisive on one point, *viz.*, that the standard in English has invariably been lowered where it has become a mere *second* language, and that the equipment in English possessed by a student of the higner classes in a vernacular school is even inferior to that of the vernacular possessed by a student of the same age in an English secondary school. The reason for this difference is clear. Whether

the instruction is imparted in the school in the vernacular or not, the vernacular is in constant use by the student as the mother tongue, whereas it takes years for English to attain the position of a language of familiar social intercourse. Information about the experience of the vernacular schools in Travancore in regard to the effect on the intelligence of the students and their mental alertness, by teaching them through the medium of the vernacular, has not been available to us. There are many who think that the substitution of the vernacular for English in such subjects as Geography or Physical Science has proved a mistake. It is the common ambition of students who can afford it to go to an English secondary school. A comparison between the results of the higher grade vernacular and English schools might mislead, as it assumes that the students in both classes of schools are roughly of the same level of capacity.

14. Our view of the matter is roughly akin to that of the Calcutta University Commission. We recognise that a proper grounding in the vernacular, the capacity to appreciate the good things in vernacular literature as well as to use it effectively in writing and in speaking, and the power of appreciation of national literature are things to be ensured for every one of our students, not only in the secondary school but in the higher stages also. At the same time, it should not be forgotten that English is now the language of civilised life for a great part of the world, that it is the official language of the state and of the empire, that it has become a bond of intellectual and cultural fraternity between the East and the West, that it has opened to our people the treasures of western science, literature and thought, and that historically it has brought great benefits to our country and has contributed to the evolution of our national life. As observed by the Calcutta University Commission, our system of education has to be bilingual like that of many other nations of the world, and there should be no difficulty in frankly recognising this position and making simultaneous provision for the cultivation of the mother tongue and of English. In all the classes below the Fourth Form in Travancore the medium of instruction is the vernacular. In Forms IV and V it is practically so. What is therefore required is

to provide an improved position for the vernacular as a living tongue in the university courses, and not to make it the *sole* medium of instruction and examination in the secondary school, necessitating a sudden change in the medium when collegiate education begins. The step taken by the Osmania University* of Hyderabad in deliberately using a vernacular, in all stages of instruction up to the highest, is not open to us in Kerala. The Osmania University has chosen the most elastic form of the chief vernacular of India. The claim that the Publication Bureau of that University has already added thousands of new words to the vocabulary of Urdu cannot be made as easily for any other Indian vernacular which is less receptive of foreign influence than Urdu, even if it becomes the sole medium of instruction and examination in an Indian University. The cost of providing by translation the requisite new literature in every branch of knowledge and of keeping it up-to-date will put the scheme out of the pale of practical politics for areas situated like ours. Neither should it be forgotten that Urdu, the language of the Osmania University, is not one of the vernaculars of the bulk of the people of Hyderabad and that it has in the Nizam's dominions, as an official language, a position not very different from that of English in Travancore. We are therefore of opinion that, both in the pre-university and the university courses, a knowledge of the vernacular and the power of adequate expression in the vernacular should be ensured for all candidates, but, at the same time, English should be the medium both of instruction and examination in the university courses except in regard to languages other than English. We would urge that everything should be done to ensure for all students in the pre-university courses the provision of opportunities to cultivate the mother tongue while providing at the same time that English is not neglected. We would not object, despite the practical difficulties incidental to its introduction, to an option being given in the S. S. L. C. examination for a candidate to answer non-English papers in the vernacular or in English. This permission has already been given by the Senate at Madras, but we are not aware that it has been utilised to any appreciable extent.

* English is a compulsory second language in this University.

15. The question of the position of English in the school curriculum necessitates a reference to the widespread feeling among our witnesses that an adequate grounding in that language is not secured by the average S. S. L. C. candidate. It has not been possible for us to explore the validity of this criticism and the causes of the defect. Some of us who are in touch with the standards of English both within the state and outside are not satisfied that the standard in English in the Travancore S. S. L. C. examination is in any sense lower than that in the Madras Presidency. The complaint that a candidate who joins a college immediately after qualifying for admission through the S. S. L. C. course is unable to follow class lectures appears to confound two things, *viz.*, the inadequacy of the entire course of training culminating in the S. S. L. C. examination as a preparation for university work and the inadequacy of the knowledge of English possessed by the S. S. L. C. candidate. We venture to think that a suitable improvement in the courses of study leading to the entrance to the University, including the prolongation of the course somewhat in the manner that will be suggested in a later part of our Report, would rectify the evil if real.

16. An observation which occurs in the evidence of several of our witnesses suggests that the dropping of the formal teaching of English grammar is responsible for the decline in the standard of English in the S. S. L. C. course. Expert opinion elsewhere, *e. g.*, as cited by the Sadler Commission, is opposed to this view. We do not discuss this point as it must form an important topic among those which any committee appointed in the manner suggested (in paragraph 12 *supra*) to revise the courses of studies of secondary schools will have to consider.

17. We have to state our position in regard to the age of entrance to the university courses. The minimum age of Matriculation was prescribed over a decade ago by the University of Madras, in conjunction with other Universities, when the Regulations were modified in view of the Indian University Act of 1904. Since then, however, the pendulum has swung to the other side. In the Universities of Bombay, Allahabad and Patna the rule imposing a minimum age has been rescinded. The

opinion has been gaining ground in recent years that the fixing of an arbitrary age for Matriculation has an unwholesome effect on the able student, while it does not necessarily protect students of feeble health. Other Universities such as those of Benares, the Punjab and Madras have had in contemplation the abrogation of the rule. Some months ago, the Senate of the University of Madras modified the rule prohibiting Matriculation before the completion of the age of 15, and gave the power to grant exemptions therefrom to the Syndicate. A similar power has been conferred by the Government of Madras on their Director of Public Instruction with regard to the S. S. L. C. examination. The same power has been taken in Travancore also and has been used in occasional cases to prevent unnecessary hardship. The Calcutta University Commission, after reciting the history of the age-limit and discussing the evidence before them, admitted that "a considerable number of promising boys are kept back and waste many valuable months in going over for a second or even a third time work which they have already done." They accordingly recommended that, "with the approval of the headmaster of the school, a candidate whose age is not less than 15 on the first day of the month in which the examination is held should be allowed to present himself for it." They however stated at the same time that the abrogation of the rule under the present conditions of education would expose teachers to pressure from parents wishing their boys to be crammed in examination subjects to the prejudice of their education and health. It may be argued that parents have more interest in their children than strangers. The facts disclosed by the medical inspection of schools, however, point the other way and show that instances are numerous of forcing the pace of precocious children in schools. The age rule applies to girls as well as to boys. The danger of undue strain is even more likely to be encountered in the case of our girls than in that of our boys, since the prevalent social conditions may compel parents to bring their girls to a definite stage in education before they are nubile by the custom of the caste or the community. An arbitrary rule is liable to press hard in exceptional cases and to evasion. But the absence of a clear understanding on the subject might have bad results. Regular and periodical inspection of the health and physique of students both in boys' schools and in girls' schools and the wider recognition of the value of such

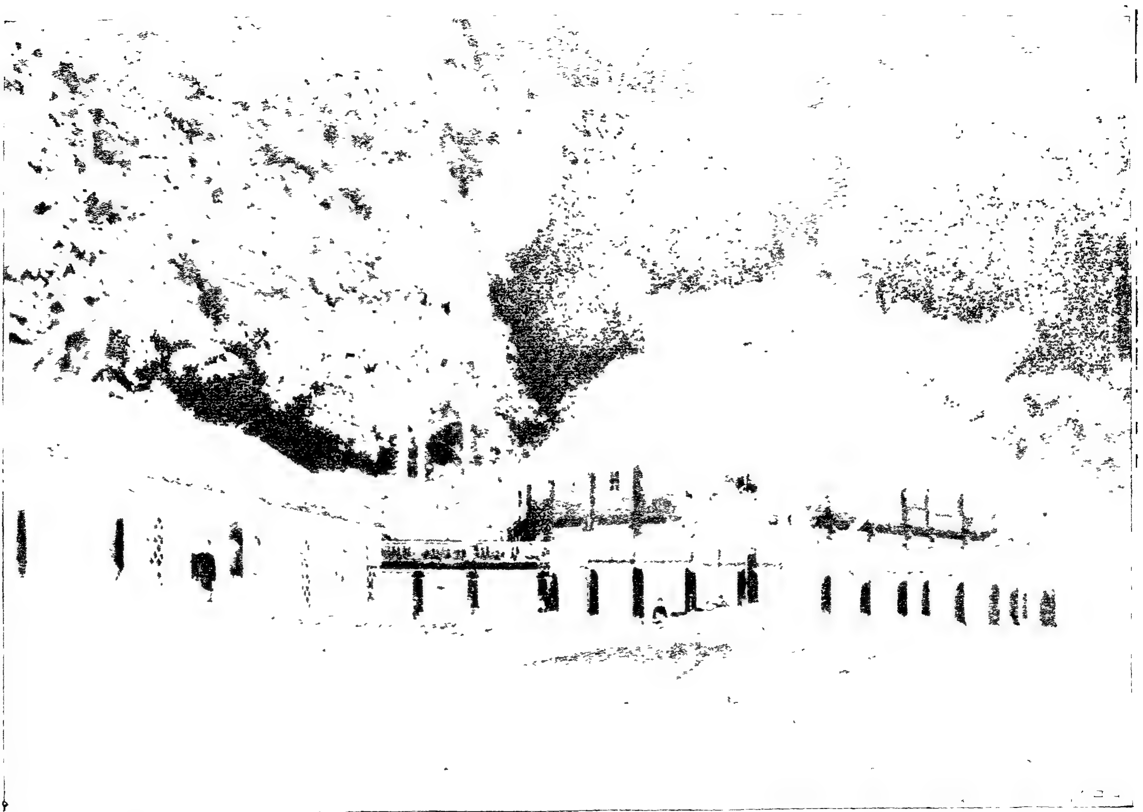
inspection should create safeguards against the evil, which would prove more efficient and acceptable than inelastic rules made by a University or the departments of education.

18. We recognise that the desire of those of our witnesses who have urged an increase in the number of subjects under the compulsory and optional groups of the S.S.L.C. scheme is to ensure "a more generous conception of what secondary education should offer, and an awakening of the pupils' mind in directions which the schools under the existing conditions generally neglect." But the mere addition of optional or compulsory subjects may not secure these objects. That can only be achieved by a change in the outlook and the methods of school instruction, and a thorough revision of the aims of secondary education and their bearing upon the earlier and later stages of education. It may be possible to attain some unanimity in regard to the subjects which are not now taken by students and which, in the interests of education, they should be made to study. For instance it is well known that Geography has sunk to an insignificant place in school work in spite of its essential value in education. Similarly the study of living things, whether it be styled Elementary Science or Nature Study, is equally indispensable. There would likewise be agreement in recommending that these be brought among the effective subjects of the S. S. L. C. course, *i. e.*, the subjects which will be studied and taught properly because they will be examined in. But a real difficulty will arise in distributing the subjects in a curriculum thus added to in such a manner as not to involve either an undue strain upon the pupil or lead to a silent reduction in standards. The prolongation of the school course by a year should make it possible to secure the time needed for these additional subjects without a sacrifice of mental or physical efficiency in the student. But the addition of a year to the school course would raise contentious question of the age for matriculation to which we have already referred.

19. The West Coast of South India has attained a pre-eminence among the provinces and the states of India proper, *i. e.*, excluding Burma, in the matter of female literacy. This pre-eminence in the education of girls is maintained by this area through all grades of education. For instance, in the year 1912-13 there were in

Travancore alone, 31 girls in colleges, 1,408 girls in secondary schools and 55,702 girls in elementary schools. In 1921-22 the corresponding numbers were 194, 6,861 and 1,28,520. During the period, there was only one college for women, though the number of secondary and elementary schools for girls had increased respectively from 2 to 23, and from 204 to 372. The figures for similar progress in the adjacent areas have not been available to us, but it has been stated that the progress there could not be markedly inferior to that in Travancore. The demand for higher education of girls in Kerala has been well sustained on account of the receptivity of the communities from which the school girls come, to progressive and modern ideas, and their comparative freedom in social intercourse. To a large extent, it is these features that have enabled the Governments to allow girls to read in boys' schools in localities where financial reasons preclude the possibility of providing separate schools for the sexes. Thus, in Travancore, out of 1,408 girls in secondary schools in 1912–13, 172 were in boys' schools. In 1921-22 this number had increased to 2,511. The presence of as many as 75,663 girls in elementary schools for boys, out of a total number of 1,28,520 girls in such schools, points to a condition which will be difficult to parallel outside Kerala.

20. The special needs of girls in education have been provided for by the Travancore Government in various ways. All girls' schools are under separate administrative control with an Inspectress at the head of the organisation. The curricula for girls' schools were modified sometime ago, in accordance with the views and opinions of ladies with considerable experience of the education of girls in the country (G. O. Dis. Rev. E. 989/22, dated the 25th November 1922). As far as the public examinations are concerned, girls and boys have practically the same courses. There are of course one or two minor differences. Domestic Economy and Hygiene have been taken by a few girls in the S.S.L.C. examination year after year as subjects specially appropriate to the sex. The majority of the girls appearing for the examination, however, have always selected the same subjects as the boys. This is perhaps due to the circumstance that, even apart from an optional subject like Domestic Economy having no relevant value in subsequent



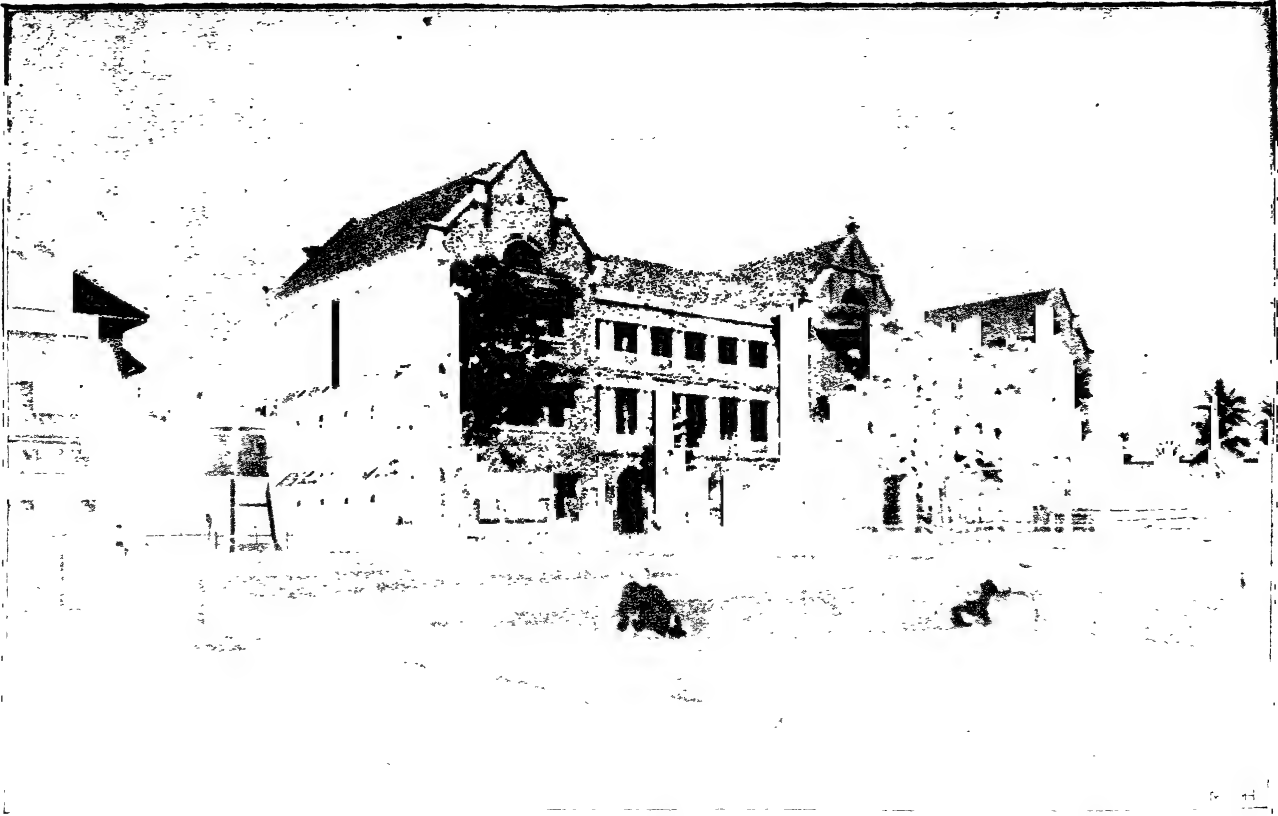
H. H. THE MAHARAJA'S COLLEGE FOR WOMEN

work in a college, the girls (as compared with the boys) are obliged to do a certain amount of work that does not fall to boys in the same standard, *e. g.*, in music, sewing, etc. The imposition of further additional subjects on girls may therefore be open to objection. Most girls who desire to 'matriculate' apparently do so because they are prepared to continue their studies in a college, to judge from figures supplied to us by Miss D. H. Watts, Principal of the College for Women at Trivandrum. In the circumstances, the only method short of ignoring the special needs of the sex in secondary education or of subjecting girls to more heavy strain than boys of the same age and grade will be to provide in the university course scope for studies appropriate to women which, begun in the school, could be continued in the higher stages. This question, however, raises wide issues which will be considered in a later chapter of our Report.

21. On the question of co-education we have been favoured with much valuable advice. The evidence has come from a number of ladies who have had first-hand knowledge as teachers or students of the conditions of female education in the state and outside. The question has to be viewed both in its relation to the advancement of the education of women and to social conditions and aims. There is practically unanimity among our witnesses in regarding co-education as equally permissible in the elementary school and in the highest stages of education, where the classes are bound to be small and the instructors are in a position to give individual attention to the pupils and to exercise personal supervision over every student. That is to say, in small classes in experimental science in the Pass B. A. course or in B. A. Honours and post-graduate classes, or in research laboratories and seminars, co-education would be acceptable to our witnesses, though, even there, as in medical education, separate institutions for the training of women would be welcome if there was no difficulty in finding the staff and the money. The difficulties of co-education are stated as rising mostly in the intermediate stage represented by the higher classes of the secondary school and the Intermediate and Pass B. A. classes. For such purposes, our witnesses would urge the provision of separate institutions. We accept

the positions that a further increase in the number of secondary schools for girls is demanded in a few more centres, and that the provision of adequate residential accommodation and supervision in connection with such schools for girls is equally necessary since they have to leave their homes for want of secondary schools for girls in or near their own places.

22. There are at present *nine* institutions of university standing in Travancore. The corresponding numbers of such institutions in the state of Cochin, in British Malabar, in South Canara and in the district of Tinnevelly are 2, 4, 3 and 4 respectively. The accompanying statement gives the names, localisation, grade and strength of all these as they stood at the end of the year 1924. Travancore had till recently only one Government first grade college, *viz.*, H. H. the Maharaja's College, but, in accordance with G. O. No. R. O. C. 395 of 23/Legislative E., dated the 9th May, 1924, there are now two such colleges, one of which teaches in some departments up to the B. A. Honours standard and the other up to the standard of the ordinary degree. Till recently there was no other first grade college within Travancore. But in August, 1923, the Union Christian College at Alwaye, which was founded in 1921, received affiliation as a first grade college. In the state of Cochin and in the district of Malabar there are yet no first grade colleges. In South Canara, St. Aloysius' College, Mangalore, is of the first grade, and so also is St. Anne's College in the same town. The latter was raised to the rank of a second grade college only in 1921, and received affiliation as a first grade college for women, giving instruction in a single branch of the B. A. degree examination in 1924. A first grade college has also recently sprung up in the district of Tinnevelly. Proposals to raise to the first grade a certain number of existing second grade colleges are under consideration. Among such institutions are mentioned St. Berchmans' College at Changanacherry, St. Thomas' College at Trichur, Victoria College at Palghat, and St. Francis Xavier's College, Palamcottah, and the Government college at Ernakulam.



H. H. THE MAHARAJA'S COLLEGE OF ARTS

COLLEGES IN THE AREA WITH THEIR LOCALISATION, GRADE AND STRENGTH

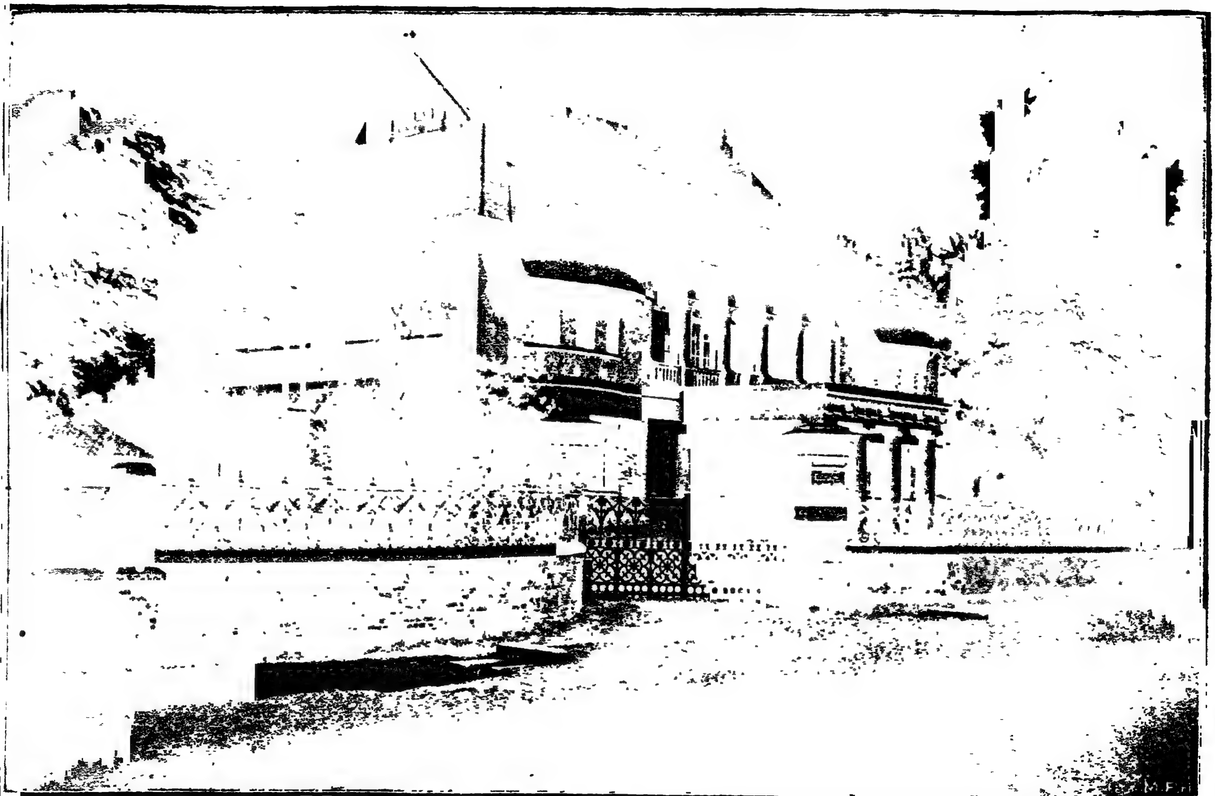
Serial No.	Name of college.	Localisation.	Grade.	Strength.
1	H. H. The Maharaja's College of Arts	Trivandrum	I	532
2	H. H. The Maharaja's College of Science	Do.	I	672
3	Training College	Do.	L. T.	108
4	Law College	Do.	B. L.	277
5	H. H. The Maharaja's College for Women	Do.	II	125
6	Scott Christian College	Nagercoil	II	207
7	C. M. S. College	Kottayam	II	210
8	St. Berchman's College	Changanachery	II	222
9	Union Christian College	Alwaye	I	166
10	Ernakulam College	Ernakulam	II	287
11	St. Thomas' College	Trichur	II	294
12	Malabar Christian College	Calicut	II	111*
13	Zamorin's College	Do.	II	133*
14	Victoria College	Palghat	II	154*
15	Government Brennen College	Tellicherry	II	104
16	St. Aloysius' College	Mangalore	II	364*
17	St. Anne's College	Do.	II	43*
18	Government College	Do.	II	121*
19	St. Xavier's College	Palamcottah	II	25*
20	C. M. S. Sarah Tucker	Do.	II	10*
21	Hindu College	Tinnevelly	I	208*
22	C. M. S. College	Do.	II	50*

* These figures relate to the year 1923-24.

23. Besides the institutions preparing for the earlier half or for the whole of the degree courses, Trivandrum possesses a Law College and a Teachers' College. The facilities afforded by the Regulations passed a few years ago, creating titles in Oriental Learning, particularly in Sanskrit, and granting the privileges of affiliation to institutions preparing candidates therefor, which have been availed of outside Travancore, have already been described in an earlier part of this Report. There are two Sanskrit colleges in Cochin, two Sanskrit colleges in Malabar, and two Sanskrit colleges in South Canara, and one Sanskrit college in Tinnevelly. In H. H. the Maharaja's Sanskrit College, Trivandrum, the state has long had an institution which, in point of staff, equipment, strength and financial stability, is stronger than any of these, but it has not established any connection with the University of Madras. For many years it has conducted its own examinations and awarded diplomas which have been valued both within Travancore and outside.

24. An institution which is styled a college, but for which no place is yet possible in the University of Madras, is the Government Ayurveda College at Trivandrum. If a separate Oriental Department is organised in a University to be formed on the West Coast, and if degrees or diplomas in Oriental Learning, particularly in Sanskrit, are to be instituted therein, the number of institutions claiming the privilege of training and presenting students for the examinations leading to such diplomas or degrees, might soon increase by the proper organisation and development of the numerous Sanskrit Pathasalas which exist in various parts of Kerala. It is also likely that more Ayurveda schools might come within the ambit of the new organisation if and when the instruction and the training given in such institutions are recognised.

25. Some reference might next be made to the manner in which the various collegiate institutions in the area have come to be grouped in different localities. In Travancore, the existing collegiate centres are Nagercoil in the extreme south, Trivandrum, Changanacherry and Kottayam in the heart of the state, and Alwaye on the



THE LAW COLLEGE

border of Travancore and Cochin. The only centre besides Trivandrum in which there is a first grade college in the state is Alwaye. In the state of Cochin, the collegiate centres are Ernakulam and Trichur. In British Malabar, Palghat, Calicut and Tellicherry have long had second grade colleges. In Canara, Mangalore is the only collegiate centre, but it is in many respects one of the strongest collegiate centres on the West Coast of the presidency. It has now two first grade colleges (one of which is exclusively for women) and a Government second grade college. Calicut has two second grade colleges. The colleges at Ernakulam and Alwaye are close to each other, the short distance of 12 miles separating the two towns being made still more negligible by the existence of railway communication between them. In the same manner, the distance between the colleges at Changanacherry and Kottayam is under 12 miles. As there is a good motor road connecting the towns, and conveyances ply regularly for hire on it, they are now less than an hour apart. In the same manner it may be stated that, beginning with one end of Kerala and proceeding to the other, there are hardly two collegiate stations which are more than a few hours' journey from each other. The appended table of approximate timings and fares by the railway, road-motor, or steamboat between the several stations will show this. Nagercoil and Trivandrum are getting closer owing to the numerous fast conveyances which ply between them for hire all through the day and during all parts of the year. The time taken to cover the distance between the two towns is under three hours. The projected railway extension to Nagercoil will reduce both the time required for the journey and its cost. A similar railway connection between Alwaye and Kottarakara, which are respectively on the Ernakulam-Shoranur and Trivandrum-Tinnevelly lines, is being urged. On the main central road, connecting these stations (Kottarakara and Alwaye), Changanacherry is but 40 miles from Kottarakara, Kottayam is only 12 miles from Changanacherry, and Alwaye is about 62 miles from Changanacherry and 50 miles from Kottayam. The distance between Kottayam and Ernakulam is roughly equal to that between Alwaye and Kottayam. The authorities of the Union Christian College at Alwaye find it possible to undertake the management of the C. M. S. College at

Kottayam and even to arrange for inter-collegiate work between the two institutions. The distance between Ernakulam and Trichur by railway is only 45 miles, and it is covered in less than three hours. The distance between Trichur and Palghat is only 50 miles by railway and is covered in 3 hours. Calicut and Palghat on the one hand and Calicut and Trichur on the other are separated only by distances involving railway journeys of 82 and 73 miles, and 4½ and 4 hours respectively. Mangalore is more distant as it is about 137 miles from Calicut and the journey takes 6 hours. Tellicherry is north of Calicut. The distance between Tellicherry and Mangalore is 95 miles. A map appended to our Report exhibits the distribution of institutions engaged at present in university and secondary education leading to university courses. The districts of South Canara and Tinnevelly are not included in this map as we do not recommend their inclusion within the purview of a future University of which Travancore will form a part.

26. The institutions referred to above, with the exception of the Sanskrit and Ayurveda colleges at Trivandrum, are now either recognised by or affiliated to the University of Madras. Their present strength and stability, as well as the level of efficiency to which they have attained are in a large measure due to this connection. This aspect has to be stressed. For, in view of what we have to say of the difficulties attending the relationship with a University of the type which the University of Madras has stood for, it might appear that the benefits conferred on the area by the existence of this connection are perhaps insufficiently appraised by us.

27. In the appendices which form the enclosure to our Report, a large amount of statistical data is collected. They relate to collegiate institutions in Travancore and Cochin. It has not been possible for us to obtain similar information for Malabar and the districts of Tinnevelly and South Canara. The omission of data concerning these areas is not, however, serious since, for the purpose of testing the validity of our conclusions and recommendations, the material collected in these tables will by itself suffice.

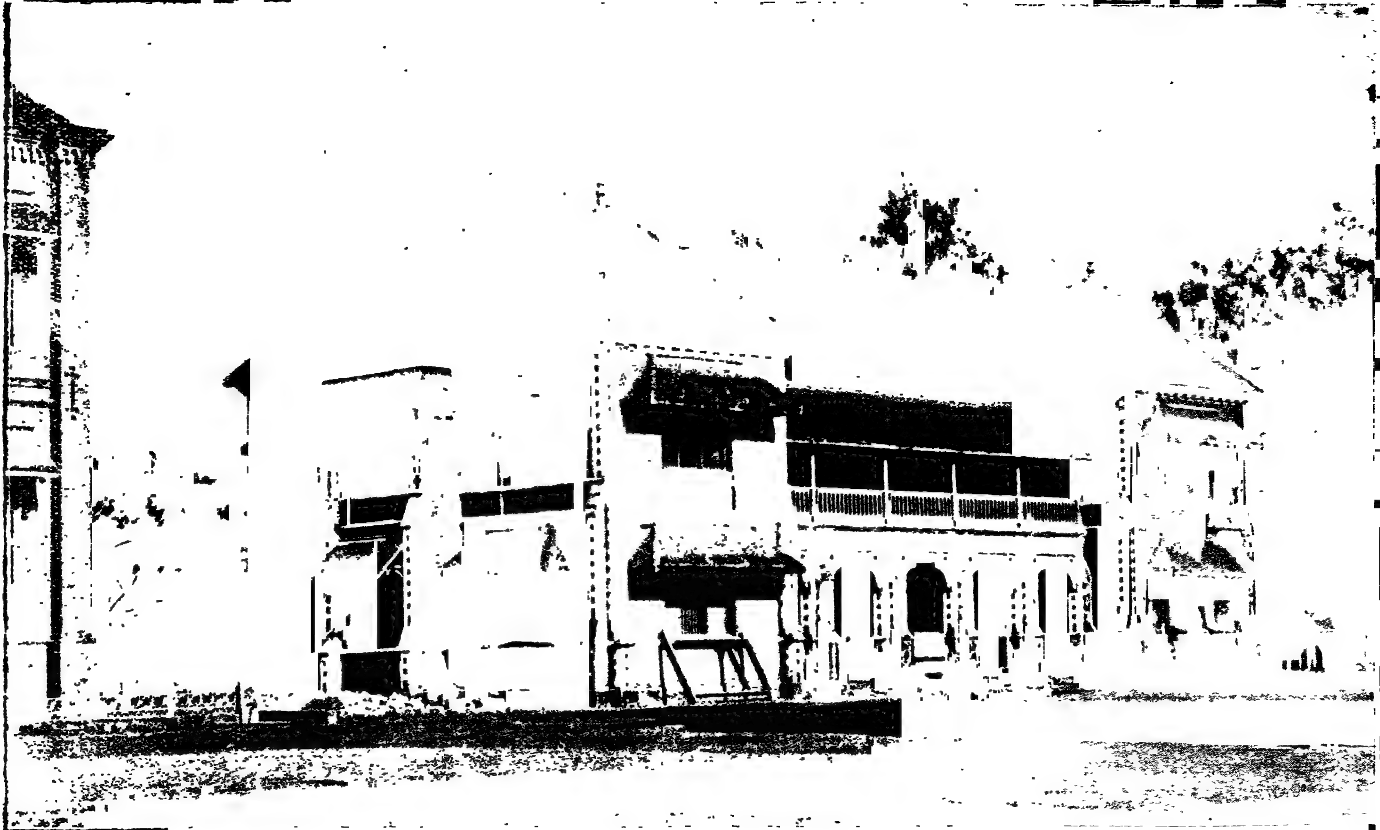
28. If the entire area composed of the two states and the two West Coast British districts and the district of Tinnevelly be taken together, it will be found to contain six first grade colleges. Of these, only one, the College of Arts at Trivandrum, prepares students for Honours degrees, though proposals are under consideration for raising one of the departments of the College of Science at Trivandrum to the Honours standard. Only one of the six institutions is exclusively organised for women, *viz.*, St. Anne's College, Mangalore. But there is a public demand for raising another, *viz.*, the College for Women at Trivandrum to the first grade. Two of the first grade colleges are obviously not open to women, *i. e.*, St. Aloysius' College at Mangalore and the residential Union Christian College at Alwaye. In the Maharaja's Colleges, Trivandrum, co-educational facilities have existed for the last 16 years and a large number of women have graduated from them. At present women are admitted in the B. A. and the B. A. Honours classes and in Group II of the Intermediate course in which the College for Women has yet no classes. The colleges at Ernakulam, Nagercoil and Kottayam admit women students, but it is doubtful if the Roman Catholic colleges at Changanacherry and Trichur will do so.

29. We have already referred to the growth of the education of girls in the secondary and elementary stages in Travancore and generally throughout the West Coast. The gratifying improvement is equally maintained in the higher education of women within the state. In the year 1912-13 there were 31 girls studying in the college classes and, of this number, 18 were studying along with men students and 13 studied in the Intermediate classes in the College for Women. In 9 years the number had risen to 194 and this increase has been steadily maintained. In 1923, the number of women students receiving collegiate instruction within the state was 188. A considerable number of women students is admitted to the Ernakulam College. In 1922-23 there were as many as 27 girls in it. The restriction of the professions to which educated women have entry in this country has necessitated a large number of girls seeking the training that will enable them to qualify for teaching or for medicine. We have been

favoured by Miss D. H. Watts, B. A., Principal, H. H. the Maharaja's College for Women, Trivandrum, with an analytical statement of 300 girls who had passed out of her institution during recent years showing their destination. Out of this number, 160 passed the Intermediate or the old F. A. examination, 29 discontinued their studies in the middle of their course, 11 entered for Honours or post-graduate courses, 47 qualified for the B. A. degree, 20 joined the Medical College, 75 undertook teaching and 2 proceeded to England for further studies. The number of students who married and left the institution was 45, *i. e.*, only 15 per cent. This analysis indicated that the main objective of the girls who join the colleges is to qualify for the profession of teaching and that the bulk of them are prepared to continue their studies if opportunities are afforded them.

30. The courses of studies for the women students, being determined by the University, have been identical with tnose for men. During the entire period, the number of women students who qualified for the L. T. degree from the Training College was only 12.

31. While the advance in the higher education of women might compare favourably with the progress made in it in other parts of India, it is still backward when compared with those of the education of men. We have been favoured by several of our witnesses, who have had expert knowledge of the conditions of the higher education of women within the area in South India, with their opinion as to the causes which impede such progress. Some of them have pointed out that, in many cases, a girl's collegiate career is directed to qualify for a post with a high salary, and is regarded as a financial speculation on the part of her family, and that it has not yet come home to parents that the education of girls is as much an incident of family self-respect as the education of the boys. The slowness with which men teachers in schools and colleges for women are replaced by women is cited as another obstacle. The courses of studies offered by the colleges are deemed to be unattractive to women, since they do not afford scope for the selection of subjects useful to them in their after life, particularly for such of them as desire a good education without any intention of



H. H. THE MAHARAJA'S COLLEGE OF SCIENCE—MATHEMATICS BLOCK

making it serve as a stepping stone to employment. The absence of proper residential facilities in connection with colleges for women, enabling girls to be sent away from their homes, and the failure to provide for such religious and moral training as would approximate to what they would receive in their home circle, in the hostels for women, are suggested as other possible difficulties. The necessity for studying in colleges for men has been generally declared to be a real obstacle in the way of women joining the B. A. classes in colleges for men. In regard to small classes where the attention of the teacher is ensured for every student individually, as in Honours and post-graduate courses, the reluctance to study with men students is less conspicuous and the ladies who have favoured us with their advice generally do not press at this stage for separate colleges for women providing Honours courses and post-graduate studies and instruction in experimental sciences. But they are unanimous in desiring that the ordinary degree courses in all subjects which do not necessitate a provision of expensive laboratories should be provided for women in institutions restricted to the sex and staffed entirely by them.

32. H. H. the Maharaja's Colleges at Trivandrum, the Government College at Ernakulam and the C. M. S. College at Kottayam, provide instruction in all the three groups of the Madras 'Intermediate.' The colleges at Changanacherry, Alwaye and Tellicherry, and the college for women at Mangalore offer instruction only in Group III of the Intermediate. All the other institutions offer instruction in Groups I and III. In regard to the B. A. degree courses, H. H. the Maharaja's College at Trivandrum (now divided into separate Colleges of Science and Arts) has offered instruction in the following branches and subjects:—English, Sanskrit, Malayalam, Mathematics, Physics,* Chemistry, Botany (including Zoology) and History (including Economics and Politics). The college at Alwaye and St. Aloysius' College at Mangalore provide instruction in English, Mathematics, Philosophy and History (including Economics and Politics). St. Anne's College at Mangalore and the Hindu College at Tinnevelly teach only one branch of the B. A., *viz.*, History (including Politics and Economics) besides English.

33. The only institutions in Kerala preparing for professional *degrees* are the Law College and the Training College at Trivandrum. The former prepares students for the Pleadership examination conducted by the state, as well as for the B. L. degree examination of the University of Madras. In consequence of an understanding between the two states of Travancore and Cochin, the Training College admits a prescribed number of teachers from the state of Cochin (now *seven*) to the L. T. class. The Training College has also an undergraduate teachers' section, which provides the training required by teachers eligible for the Travancore Teachers' Certificate examination which corresponds to the certificate issued by the Teachers' College at Saidapet. Till quite recently undergraduate women teachers were trained in a separate institution at Trivandrum. Proposals which were made, during the course of our enquiry, have received the sanction of the Travancore Government, for raising the number of students prepared for the L. T. and Teachers' Certificate examinations in the Training College to *fifty* in each section, to transfer to it the undergraduates' training institution for women, and to reserve *ten* seats in each class to women teachers. The orders of the Government on the subject are due to the recognition that the number of teachers annually trained has not kept pace with the requirements of the schools and to a perception of the value of trained teachers in a sound system of education.

34. It may be worth while to institute a comparison between the buildings, equipment and residential accommodation provided by the various colleges in the centres where collegiate work is now being carried on. Till some years ago, the University of Madras did not enforce with stringency the rules requiring that all the students of an affiliated institution, who are not living with parents or in approved lodgings, should stay in hostels maintained or recognised by the colleges. Partly as a result of the absence of this pressure and partly of the rapidity with which the strength of the various colleges has grown in recent years, the provision of hostel accommodation has lagged *far* behind the need for it. This is more so in the case of Government institutions than in the case of the private colleges. The Union Christian College at Alwaye was started with the



H. H. THE MAHARAJA'S COLLEGE OF ARTS—SANSKRIT BLOCK

deliberate aim of correcting this defect, and of being a fully residential college. The appended statement describes the provision made by the different institutions in the area for hostel accommodation to students. We must say that the centre where the provision is conspicuously inadequate is Trivandrum. H. H. the Maharaja's College has had only a small hostel, located in a rented building, capable of accommodating at the most only 50 students. The Law College has a hostel located in another rented building. The Training College has one of an incomplete type which is also located in a rented building, but steps are being taken to bring it into line with the requirements of the University. It is in a big town like Trivandrum that the need for real hostels is greatest. The Government of Travancore are doubtless alive to the importance and urgency of this need. Work of the hostel which has long been under construction for H. H. the Maharaja's College is now being pushed through. But even after it is ready, there will still remain a considerable demand for hostel accommodation which will have to be met. The position of the existing colleges in Trivandrum in the heart of the town has made it difficult to build generously equipped hostels except at disproportionately heavy cost. Nevertheless a considerable increase in such a provision will have to be made even independent of the organisation of a new University, while it must necessarily form a condition precedent to such a synthesis.

35. In regard to women students at Trivandrum, a good hostel is being maintained for about 30 students, in a rented building, and the grounds of the new College for Women are spacious enough to allow of the erection of suitable hostels. The Y. W. C. A. at Trivandrum has also been maintaining in a rented building a good hostel which is largely used by Christian girls. Girls of the Roman Catholic community are able to obtain supervised boarding in the Holy Angels' Convent at Trivandrum which has long maintained such an institution in connection with its high school. A similar institution available for Christian men students at Trivandrum is the hostel of the London Mission. We are emphatically of the opinion that the residential facilities now provided in Trivandrum for both the sexes are quite inadequate and have to

be supplemented largely and *immediately* in the interests of sound education. In a later part of our Report we indicate some of the ways in which this can be done.

36. In accordance with the conditions imposed on them by their affiliation to the University of Madras, the colleges in Kerala are obliged to maintain adequate staffs and to report to the University any changes in their position, strength and personnel. The staffs of these institutions would compare favourably with those of similar institutions in any other part of the area controlled by the University and the Government colleges may even compare favourably with most colleges outside Travancore. We have included in our appendices a statement which shows the number of students per instructor in each of the colleges in Travancore as compared with that in each of certain specified colleges in the presidency. It will show that, taking Travancore alone, in the last year (1923), there were fifty teachers in the two Government colleges teaching 800 students or one teacher for every 16 students, and there were forty-two teachers in the four Missionary colleges teaching 604 students or one teacher for every 14 students. In the state of Cochin, the Government college had a staff of 14 instructors for 237 students and the Mission college had 10 instructors for 192 students. In the districts of Malabar, Tinnevelly and South Canara, respectively, the number of students per teacher comes up on a similar calculation to 13, 9 and 11 respectively. Taking the Government colleges in the Madras Presidency, outside this area, there were 145 teachers teaching 1,526 students, or one teacher to every 11 students. There were 450 teachers in the 29 private colleges teaching 6,707 students or one teacher to every 15 students. Taking all the colleges of the Madras Presidency, the proportion of the number of students to each instructor works up to 13·9. Taking the instructors in Travancore as a whole the proportion works up to 15.

37. "One of the considerations which it will be necessary to hold in view in judging the relative efficiency of colleges is the number of their teachers in relation to the number of their students ; a second is the range of subjects in which they offer tuition ; a third is the salary-rate paid to their teachers. Objection has, indeed, been raised to the basing of any conclusions upon the ratio between

the number of teachers and the number of students; and it must be recognised that the validity of this ratio as a test of efficiency is to some extent affected by the number of subjects over which the teaching staff is distributed, and by the rate of salaries paid to them. To base a judgment upon such a ratio in the case of an institution which offered courses in an immense range of subjects, each taken by only one or two students, might be very misleading. In Bengal, however, no Arts college offers teaching in any very wide range of subjects, and most colleges do not cover anything like the range that ought to be dealt with by an institution of university rank. For that reason the test by ratio of teachers to students, though inadequate unless it is supplemented by other tests, is less misleading than it would be elsewhere."*

38. "If the primary responsibility of a college is regarded as being limited to the provision of the required number of lectures on the required number of subjects, to enable large classes of students to qualify for admission to examinations, the proportion of teachers to students may reasonably be low. If, on the other hand, the college is expected to afford to the students individual help and tutorial guidance, it will require a large staff however small the range of its subjects. The truth is that the test by proportion of teachers to students is a rough and one-sided test. When the proportion is very low, it is a sure proof of inadequacy ; when it is high, other factors must be considered before a judgment is given. If in any college there is only one teacher to every 40 or 50 students, it is safe to assume that no great variety of choice in subjects is offered to the students, that any intimacy of relationship between teachers and students must be almost impossible, and that the work of the college must be, for the most part, limited to a routine of lecture-instruction. But if there is a proportion of one teacher to every 15 or 20 students, it becomes possible for the students to receive individual attention, though not certain that they do receive it ; it is possible also that a greater variety of choice is offered to them. A college with a higher ratio of teachers to students *can* be efficient ; whether it is so or not depends upon other factors. To that extent, and with these limitations, the test of proportion can be fairly applied, and gives useful guidance."*

Vide Sadler Commission Report, Vol. I, pp. 411 and 412.

39. "The adequacy of a staff," as observed by the Calcutta University Commission, "is obviously a thing to be determined by a reference to the character of the subjects and to the grade of instruction. In the case of an entire institution, a proportion between the students and staff cannot be considered independently of the number of subjects in which the college is affiliated and the grade of the college."

40. This Commission recommended that the minimum proportion should be fixed from time to time by the University, that every college must be required to maintain a staff proportional to the number of its students, that the main factor in determining this proportion should be the number of students that can be properly looked after by a teacher in addition to his lecturing work, that a reasonable proportion would be one teacher for every 15 to 20 students, and that the proportion of 25 should be fixed, to begin with, which would imply that a college of 1,000 students should have forty teachers. It would be seen that, judged by the standards indicated above, the colleges in Kerala are in a satisfactory position.

41. In another statement we have endeavoured to show the average pay of teachers excluding the Principal, as far as we could ascertain in the colleges of Travancore, Cochin and of a selected number of Government colleges at Madras. It has not been possible for us to ascertain the rates of pay obtaining in the aided or private institutions outside the two Native States. It will be seen that the average pay of an instructor in H. H. the Maharaja's College, Trivandrum, was Rs. 232 per mensem; in the Union Christian College at Alwaye the average pay is Rs. 109·3; the average salary of a teacher in the Women's College at Trivandrum is nearly as low as that of instructors in all the other second grade colleges in the area, though higher than in the Mission college at Nagercoil which amounts only to Rs. 72. The average pay of an instructor in a Government first grade college in Madras, with which the rates of pay in H. H. the Maharaja's College might be compared, amounts to Rs. 237·5, despite the more liberal scales of pay given to members of the Indian Educational Service from whose ranks the senior men in the Madras Education Department are recruited.

42. In Bengal, according to the Report of the Calcutta University Commission, the average salary paid to a teacher in Government Arts colleges in 1917–18, excluding the Principal, was Rs. 256 per mensem, while, in the chief colleges at Calcutta and Dacca, the average salaries were Rs. 324 and Rs. 296 respectively.* The teachers in Government colleges, whether in the state or outside, enjoy the advantages of a pension to which they do not contribute any part of their salary, and in Travancore they have also access to a scheme of State Life Insurance; and the security of tenure is usually considered to be better in a Government institution than in a private college and the conditions of service are also generally better in the former.

43. In the matter of buildings, the older institutions and the Government colleges in the area are better off than private institutions which have only been newly started. The building of the Mission college at Nagercoil has a floor area of 9,663 square feet, and cost Rs. 55,000, and the value of the seven acres of grounds in which it is situated is estimated at about Rs. 75,000. H. H. the Maharaja's College at Trivandrum stands in grounds which measure nearly ten acres, and an adjoining plot of a little over 1½ acres is also reserved for the use of the college. Its class rooms omitting the recent extensions cover an area of over 58,040 square feet. It has no play-ground. The compound of the Law College at Trivandrum measures nearly two acres.

44. The Training College at Trivandrum is situated in grounds which measure nearly ten acres. Quite recently another ten acres of land in close proximity to it have been provided as its play-grounds. The instructional buildings of this college, including the new building in which the Arts side of H. H. the Maharaja's College is located, measure over 75,000 square feet.

45. The Women's College at Trivandrum is situated within a few furlongs of H. H. the Maharaja's College, and is even nearer to the Training College. Its grounds measure over 11 acres, and

---

* *Vide* Report, Vol. I, p. 366.

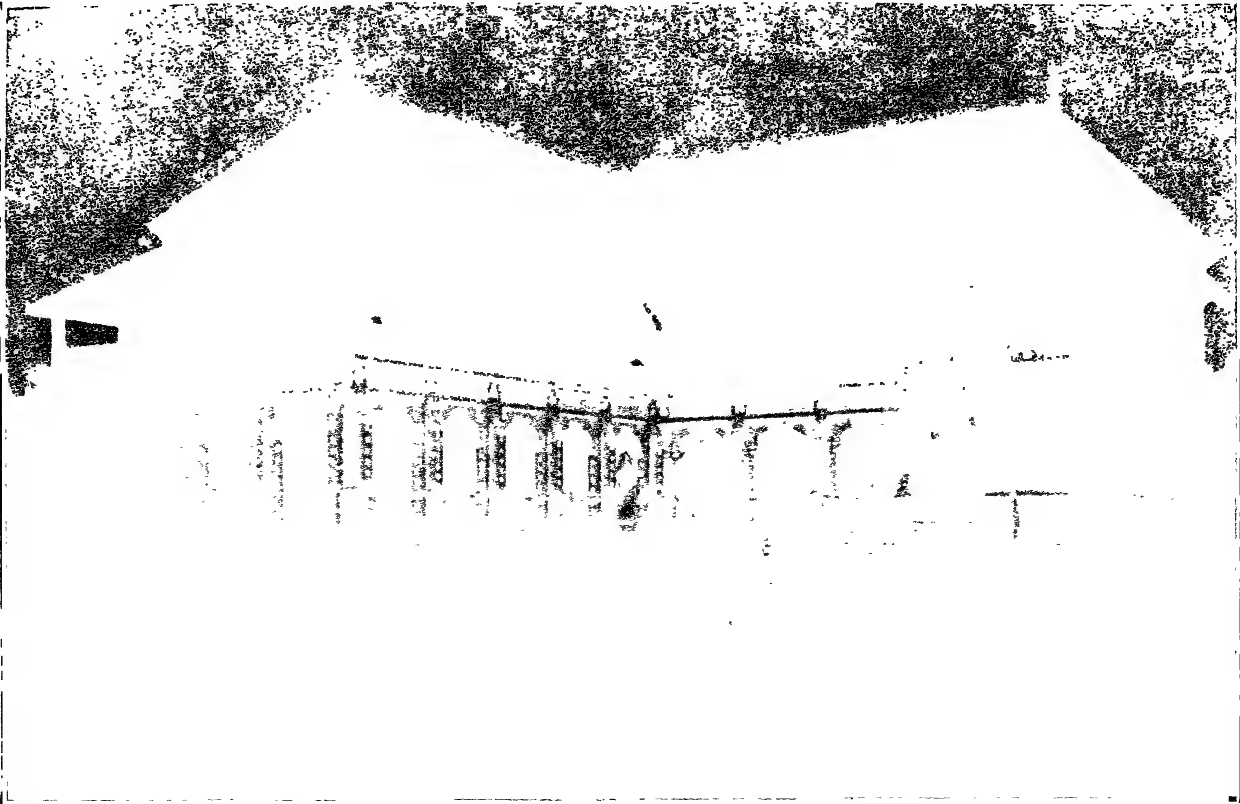
the buildings in which its classes are held provide over 50,000 square feet of floor area. The total area of the grounds of the four Government colleges at Trivandrum is thus about 45 acres. Space for expansion exists in the neighbourhood of all these institutions. It is difficult to estimate the value of buildings constructed at different periods and often built through a number of years, but on a valuation we have been advised that it may be put down at not less than 17½ lakhs of rupees, as will be seen from the statement appended to Chapter IX.

46. The accommodation described above as available in Trivandrum is exclusive of the residential bungalows provided for some of the professorial staff and of the new hostel under construction for H. H. the Maharaja's College.

47. The Sanskrit and Ayurveda colleges at Trivandrum are located in rented buildings.

48. St. Berchman's College at Changanacherry stands in grounds measuring 3½ acres, but additional grounds measuring nearly ten acres were shown to us in which new buildings are being erected for the location of science classes, and possibly its future B. A. classes. The floor area of the building in which the college is now located is, however, only 5,200 square feet and the value of the building has been stated as Rs. 53,000. The C. M. S. College at Kottayam is splendidly situated on a fine site of about ten acres and its value has been stated as Rs. 1,47,000. The floor area of the building set apart for the college is 12,721 square feet.

49. The Union Christian College at Alwaye was started on a plot of Government land and in Government buildings two miles from the town. Its grounds measure about 19 acres. The management also secured the lease of an adjoining plot of land containing nine acres from the Roman Catholic Diocese of Cochin. They have also acquired some land contiguous to these two plots. The college, when the works which were in progress when we inspected it are finished, will have a floor area of about 12,000 square feet, including the verandahs. The cost of the additions and renovations of the old Sarkar buildings in which it was originally started, has been given as Rs. 28,000. The grounds and buildings were made



H. H. THE MAHARAJA'S COLLEGE OF SCIENCE—CHEMISTRY LABORATORY

over to the college by an agreement dated the 6th October 1921. In accordance with Clause 6 of the agreement, the college has agreed to fall into line with any university development within Travancore, and to vacate the grounds and buildings if they are required for such a purpose. The buildings of the colleges at Ernakulam and Trichur are both spacious, but the figures similar to the above have not been available to us.

50. In regard to the equipment of these colleges, the second grade colleges at Nagercoil, Kottayam, Ernakulam and Trichur, and the second grade college for women at Trivandrum, have laboratories recognised as efficient for their needs. H. H. the Maharaja's College at Trivandrum has specially designed laboratories which have been added to from time to time, for the departments of Physics, Chemistry and Botany. Every college has its library. A statement appended to this chapter gives the number of volumes of the libraries in the different institutions in Travancore and Cochin. It will be noted that H. H. the Maharaja's College and the Training College at Trivandrum lead in this matter, having the two largest collection of books in the area, with 17,761 and 7,893 volumes and that they also have had the largest annual grants for the upkeep of the library. It may be mentioned that the Training College has another library, *viz.*, the Government Educational Bureau, which is housed in the Training College and is under the control of the Principal. It has now about 13,000 volumes. The Law College library can be supplemented by the libraries of the Legislative Council, of the Sarkar Vakil's offices and of the High Court of Travancore, which are all located very near the Law College and to which members of the Law College staff have the necessary access.

51. The Sanskrit and the Ayurveda colleges have libraries of their own. A small but valuable collection of Sanskrit manuscripts exists at Trivandrum in the office of the Curator for the publication of Sanskrit manuscripts. An older and far more extensive collection of rare and valuable manuscripts in Sanskrit and Malayalam exists in His Highness the Maharaja's Palace, access to which may be obtained by the Command. The Trivandrum

Public Library, which is now the property of the Government and is managed by a committee on which the colleges are well represented, has over 22,000 volumes, and is largely used by the students and staff of the various educational institutions in the town. In accordance with the scheme of mofussil libraries sanctioned in G. O. No. 490 of 23/Leg. E., dated the 26th May, 1923, it is open to libraries situated within Travancore to obtain on loan a certain number of books from the library. The books in the Educational Bureau can also be borrowed by any teacher in Government or private institutions anywhere in Travancore, free of transit charges. Special libraries concerned with the work of those institutions exist in the offices of the Director of Industries, the Government Museum and the President of the Economic Development Board. A collection of medical books exists in the General Hospital at Trivandrum, and of engineering books in the office of the Chief Engineer. Similarly, an up-to-date collection of books and reports on Co-operation and on Agriculture is maintained in the head offices of these Departments.

52. The varying costs of living for students in hostels, in supervised lodgings or messes and in the different hostels and centres in the area are given below :

Centres.	Cost of living in		
	Hostels	Supervised Messes, lodgings	Outside.
	Rs.	Rs.	Rs.
Nagercoil	18	20	18
Trivandrum—			
Caste Hindu Hostel	24	12-20	..
Women's College Hostel	15	..	..
Training College Hostel	15	..	..
Changanacherry	9½	8½	7
Alwaye	12	..	..
Ernakulam Hindu Hostel	22	..	20
„ Christian Hostel	18	..	17
Trichur	12	13	11
Calicut	20	..	20

53. We have merely to state, in considering these figures, that allowance has to be made for the variations in the quality of the services rendered and of the accommodation and food supplied.

54. The provision for games and physical exercise of both students and staff varies in different institutions. At Nagercoil, the sports side of the Scott Christian College is said to be well-organised, in connection with its hostels, so that most of the students participate regularly in some kind of game or other. In regard to H. H. the Maharaja's College at Trivandrum, we have been told by Mr. Stephenson that the provision consists of five tennis courts, two badminton courts and a volley ball court besides grounds on which football is played. A covered gymnasium exists with a competent Gymnastic Instructor. Mr. Stephenson deplores the inadequacy of the provision for games and physical culture in this institution. The defect is not easy of remedy in view of the present location of the college. We shall advert to a possible remedy for it, later in our Report. In its new grounds, the Women's College at Trivandrum has ample provision for games and physical recreation. The C. M. S. College at Kottayam has small but well laid out grounds for sports, and at Changanacherry and at Alwaye there is the opportunity for football in the large open spaces around the colleges. The Training College at Trivandrum has recently been provided in its immediate vicinity with a plot of ten acres which after improvement will provide fine play grounds for all its games.

STATEMENT SHOWING THE STATE AVERAGE MARK IN EACH SUBJECT FROM 1913–1923.

TRAVANCORE.

	Subjects.	1913	1914	1915	1916	1917	1918	1919	1920	1921	1922	1923
1	English ..	41·8	40·1	38·2	36·9	36·6	37·4	40	38	39	39·5	38·93
2	Malayalam Composition ...	43·7	42·1	47·2	41·8	44·4	35·5	37	41	40	39	37·36
3	Tamil Composition ...	...	...	...	45·6	45·5	39·7	35	37	38	37	37·8
4	English Composition ...	...	...	...	39·4	39·3	37·5	39	42	43	46	36·8
5	Elementary Mathematics...	34·6	25·2	42·1	36·0	50·1	39·8	32	30	32	43	51·0
6	Nature Study...	37·9	37·1	37·5	39·1	37	41·1	43	34	37	37	40·9
7	Algebra ...	36·9	31·4	47·3	41·8	76·6	50·1	37	51	39	39	36·5
8	Geometry ...	37·1	42·6	39·3	52·9	64·6	33·8	41	38			
9	Physics ..	33·8	30·7	27·3	40·4	39·2	41·6	34	34	34	35	36·6
10	Chemistry ...	35·9	38·8	34·2	33·1	45·4	35·6	40	39	40	38	35·78
11	Botany ..	...	...	...	46	54·2	44·6	44	54	43	47	43·4
12	Indian History .	39·8	45·6	38·5	43·9	39·3	34·1	36	39	37	37	42·06
13	British History .	55·1	44·3	37·8	38·1	40·5	39·7	39	40	37	33	39·36
14	Malayalam Optional ...	43·0	39·7	45·5	40·3	40·1	35·9	33	44	42	41	36·5
15	Tamil ...	...	...	50·3	39·3	43·0	37·0	36	35	41	38	41·2
16	Sanskrit ...	...	...	46·4	44·8	47·1	48·4	42	42	38	32	34·4
17	Latin ...	...	...	15	...	...	47·5	36	25	...	30	46·8
18	French ...	...	...	33·5	43	34·0	42·0	...	34	...	...	...
19	Domestic Economy ...	32·5	55	28·3	40	33·6	35·9	27	28	35	46	30·6
20	Arabic ...	...	...	...	...	...	...	...	...	24	49	...

STATEMENT OF AVERAGE MARKS FOR THE SCHOOL FINAL EXAMINATION.

COCHIN STATE.

Subjects.	1914	1915	1916	1917	1918	1919	1920	1921	1922	1923
English ...	44	43	44	42	42	47	40	43	43	41
Vernacular Composition and Translation ...	41	45	46	44	43	43	45	42	42	44
Sanskrit Translation...	48	58	53	44	47	44	44	46	45	46
Elementary Mathematics ...	48	42	48	41	41	48	39	37	40	37
Algebra and Geometry	45	40	42	44	44	40	39	42	38	37
Physics ...	40	40	39	41	39	38	37	39	42	38
Chemistry ...	42	43	38	42	40	38	44	47	41	41
History ...	44	41	42	41	41	42	43	39	44	43
Malayalam Text ...	53	50	44	49	46	49	45	45	42	41
Sanskrit Text ...	40	48	47	45	45	49	46	45	47	49

SECONDARY SCHOOL-LEAVING CERTIFICATE PUBLIC EXAMINATION.

Statement showing the Presidency Averages (Madras).

Subjects.	1911	1912	1913	1914	1915	1916	1917	1918	1919	1920	1921	1922	1923
Group A.													
Elementary Mathematics.	39	39	30	29	32	42	36	43	42	42	42	40	40
English ...	30	35	43	43	31	33	36	34	34	33	34	34	35
Vernacular Composition and Translation.													
Urdu (Hindustani) ...	42	54	49	45	41	44	41	45	45	44	46	44	44
Kanarese ...	41	45	52	47	51	48	46	46	44	53	57	54	56
Tamil ...	48	55	47	46	46	46	52	49	48	59	50	45	47
Telugu ...	43	37	47	49	48	42	41	41	41	39	40	40	41
Malayalam ...	47	42	42	39	43	45	43	44	45	44	48	51	48
Oriya ...	48	44	48	50	42	41	40	49	46	41	46	45	44
Group C.—Languages. *Classical.*													
Sanskrit ...	40	44	40	33	40	40	40	41	42	44	48	46	40
Latin ...	35	14	17	35	15	22	38	38	39	49	43	42	48
Arabic ...	47	...	...	58	...	...	35	45	40	32	...	62	46
Persian ...	46	64	44	48	32	34	36	38	44	40	50	50	40
Foreign.													
French ...	45	31	37	23	28	20	20	32	39	41	42	44	55
Indian Vernaculars.													
Urdu (Hindustani) ...	38	36	33	33	26	35	32	35	34	33	36	38	41
Kanarese ...	38	34	39	39	47	48	50	48	42	42	42	42	41
Tamil ...	39	38	38	38	37	39	42	43	44	35	39	43	44
Telugu ...	37	34	40	43	45	40	36	49	43	39	39	43	39
Malayalam ...	44	42	44	41	42	44	44	45	42	40	40	47	44
Oriya ...	57	46	42	48	37	38	46	55	47	36	44	39	40
Subjects													
History of England and British India ...	33	36	40	38	31	33	36	36	35	34	35	36	34
Algebra and Geometry ...	48	36	39	59	46	42	54	46	43	47	41	50	54
Practical Mathematics ...	60	52	38	36	32	27	39	41	37	36	33	30	33
Trignometry ...	52	42	33	54	43	41	42	44	38	46	45	42	52
Botany ...	33	37	39	31	48	56	42	49	41	45	47	50	41
Physics ...	14	28	33	32	29	37	44	46	33	41	46	44	42
Chemistry ...	20	24	30	35	37	41	37	36	40	38	41	44	42
Music ...	52	32	52	52	51	57	68	78	51	47	39	52	33
Agriculture ...	38	30	29	34	36	44	26	34	61	37	40	32	24
Commerical Practice and Geography ...	38	35	39	40	40	40	44	41	40	44	39	41	39
Book-keeping and commercial Arithmetic ...	33	25	30	33	27	43	44	38	41	47	38	41	38
Shorthand and Type-writing ...	39	49	43	28	37	34	33	43	38	36	41	36	38
Pricis-writing and Indexing ...	27	27	30	34	37	25	35	35	36	43	43	41	40
Needle-work and Dress-making ...	...	77	63	56	75	82	69	84	71	55	47	64	62
Domestic Science ...	...	...	...	...	72	...	63	51	67	67	48	41	31
Physiology ...	...	60	35	39	30	31	32	33	37	28	32	33	37
Physiography ...	...	...	...	...	...	44	...	...	...	...	...	...	...

MOTOR BUS TIMINGS AND FARES.

No.	Stations.	Miles.	Timings.	Fares. Class I Rs.a.p.	II Rs.a.p.	III Rs.as.p.
1	Trivandrum to Nagercoil	42	5 A. M., 5-15 A. M., 5-30 A. M., 5-45 A. M., 7-15 A. M., 7-30 A. M., 11 A. M., 11-15 A. M. 11-30 A. M., 11-45 A. M., 12-15 P. M., 12-30 P. M., 1 P. M., 1-30 P. M., and 2 P. M. ...	3 0 0	2 0 0	1 0 0
2	Nagercoil to Trivandrum	42	5 A. M., 5-15 A. M. 5-30 A. M., 5-45 A. M. 6 A. M. 7 A. M. 7- 15 A. M., 7-30 A. M., 10-45 A. M., 11 A. M., 11-15 A. M., 11-45 A. M. 12-30 P. M., 1-30 P. M. 1-45 P. M., and 2 P. M. ...	3 0 0	2 0 0	1 0 0
3	Nagercoil to Tinnevelly	50	4 A. M., 4-30 A.M., 5 A. M., 5-15 A. M., 5-30 A.M. 6 A.M., 12 noon, 12-30 P. M., 1-30 P. M., 2 P. M. 2-30 P. M., and 6 P. M. ...	5 0 0	3 8 0	2 8 0
4	Tinnevelly to Nagercoil	50	Timings not fixed			
5	Trivandrum to Quilon	40	12-30 P. M. and 1 P. M. ...	3 0 0	2 0 0	1 0 0
6	Quilon to Trivandrum	40	6 A. M. and 7 A. M. ...	3 0 0	2 0 0	1 0 0
7	Changanacherry to Kottayam	12	6 A. M. ...	1 0 0	0 12 0	
8	Kottayam to Changanacherry	12	3-20 P. M. ...	1 0 0	0 12 0	
9	Kottayam to Ernakulam	*50	No service			
10	Kottayam to Alwaye	50	No service.			
11	Kottarakara to Chengannoor	29	5-15 A. M., 11 A. M., 5 P. M. and 5-15 P. M. ...	2 0 0	1 0 0	
12	Chengannoor to Kottarakara	29	5 A. M., 5-15 A. M., 11-30 A. M., and 1-30 P. M. ...	2 0 0	1 0 0	
13	Kottarakara to Ernakulam *via* Vaikom	110	2 A. M., 10-30 A. M., 11 A. M., 10-30 P. M., 11-30 P. M. ...	10 0 0		
14	Ernakulam to Kottarakara	110	Timings not fixed			
15	Kottarakara to Alwaye	100	1 A. M. ...	10 0 0		
16	Alwaye to Kottarakara	100	11 A. M. ...	10 0 0		
17	Kottayam to Kottarakara	50	5-45 A. M., 6 A. M., 10-40 A. M., 3-30 P. M., 3-45 P. M. and 5 P. M. ...	5 0 0		
18	Kottarakara to Kottayam	50	1-30 A. M., 2 A. M., 5-45 A. M., 11 A. M., 12 noon and 5 P. M. ...	5 0 0		

* Ten miles by rail, others by water and road.

I. TIMINGS OF MOTOR LAUNCHES AND BOATS.

Stations.	Departure.	Arrival.	Stations.	Departure.	Arrival.
QUILON TO ALLEPPEY.	10-30 A.M.	6-30 P.M.	ALLEPPEY TO QUILON	8-30 A. M.	3-30 P. M
	11- 0 A.M.	7- 0 P.M.		9- 0 A. M.	4-30 P. M.
	11-30 A.M.	7-30 P.M.		11-30 A. M.	6- 0 P. M.
	8-30 P. M.	4-30 A. M.		11- 0 A. M.	6-30 P. M.
	9- 0 P. M.	5-30 A. M.		8- 0 P. M.	5 30 A. M.
	9-30 P. M.	6- 0 A. M.		8-30 P. M.	6- 0 A. M.
	10- 0 P. M.	6-30 A. M.		9- 0 P. M.	6-30 A. M.
	10-30 P. M.	7- 0 A. M.		10- 0 P. M.	7. 0 A. M.
ALLEPPEY TO COCHIN	10- 0 A. M.	3-30 P. M.	COCHIN TO ALLEPPEY	11- 0 A. M.	4-30 P. M.
	10-30 A. M.	4- 0 P. M.		11-30 A. M.	5- 0 P. M.
	11 -0 A. M.	4-30 P. M.		9- 0 P. M.	2-30 A. M.
	9 -0 P. M.	3-30 A. M.		9-30 P. M.	3-30 A. M.
	9-30 P. M.	4- 0 A. M.		12 M. N.	6- 0 A. M.
ALLEPPEY TO KOTTAYAM	8-30 A. M.	11- 0 A. M.	KOTTAYAM TO ALLEPPEY.	3-30 P. M.	5-30 P. M.
	9- 0 A. M.	11-30 A. M.		4- 0 P. M.	6-30 P. M.
ALLEPPEY TO CHANGANA-CHERRY	7-40 A. M.	10-40 A. M.	CHANGANACHERRY TO ALLEPPEY.	7- 0 A. M.	10- 0 A. M.
	8-10 A. M.	11-10 A. M.		7-30 A. M.	10-30 A. M.
	5-0 P. M.	8- 0 P. M.		3-30 P. M.	6-30 P. M.
	5-30 P. M.	8-30 P. M.		4- 0 P. M.	7- 0 P. M.

II. FARES.

Stations.	Miles.	1st class.			2nd class A.			2nd class B.			3rd class.		
		Rs.	as.	p.	Rs.	as.	p	Rs.	as.	p.	Rs.	as.	p.
Quilon to Alleppy ...	49	6	4	0	3	0	0	1	8	0	1	0	0
Alleppey to Kottayam ...	20	0	12	0	0	10	0	...	...	...	0	7	0
Alleppey to Changanacherry...	16	0	10	0	0	6	0	...	...	...	0	4	0
Alleppey to Cochin ...	47	1	0	0	0	8	0	...	...	...	0	4	0

III. RAILWAY FARES (ORDINARY TRAIN.)

Stations	Miles	I class			II class			III class		
		Rs.	as.	p.	Rs.	as	p.	Rs.	as.	p.
Trivandrum to Kottarakara ...	54	6	8	0	3	4	0	1	0	9
Alwaye to Ernakulam ...	11	1	5	6	0	11	0	0	3	3
Ernakulam to Trichur ..	45	5	5	0	2	11	0	0	14	0
Trichur to Palghat ...	50	3	14	0	5	0	0	0	15	6
Palghat to Calicut ...	84	9	14	0	4	15	0	1	10	3
Calicut to Tellichery ...	43	5	2	0	2	10	0	0	13	3
Tellichery to Mangalore ...	95	11	3	0	5	10	0	1	13	6

STATEMENT *re.* THE NUMBER OF CANDIDATES PRESENTED AND DECLARED ELIGIBLE FOR A UNIVERSITY COURSE OF STUDY FROM TINNEVELLY AND MALABAR.

TINNEVELLY DISTRICT.			MALABAR DISTRICT.		
Year.	*No. appeared.*	*No. declared eligible.*	*Year.*	*No. appeared.*	*No. declared eligible.*
1918	505	169	1918	875	209
1919	611	103	1919	848	160
1920	633	270*	1920	934	255
1921	684	223	1921	964	361
1922	676	254	1922	975	375
1923	763	272	1923	1,114	388

STATEMENT *re.* THE NUMBER OF CANDIDATES PRESENTED AND DECLARED ELIGIBLE FOR A UNIVERSITY COURSE OF STUDY FROM COCHIN.

Year.	*No. appeared.*	*No. declared eligible.*	*Year.*	*No. appeared.*	*No. declared eligible.*
1911	378	74	1918	418	176
1912	234	77	1919	487	264
1913	222	84	1920	769	278
1914	243	104	1921	891	297
1915	292	108	1922	956	363 *
1916	322	202	1923	762	360 *
1917	379	168			

* March and October.

COMPLETE HIGH SCHOOLS RECOGNISED BY THE UNIVERSITY OF MADRAS—1923.

Division.	BOYS.				GIRLS.				Total
	Departmental or under Public management.		Non-Departmental.		Departmental or under Public management.		Non-departmental.		
	Attached to a College.	Not attached to a College.	Attached to a College.	Not attached to a College.	Attached to a College.	Not Attached to a College.	Attached to a College.	Not attached to a College.	
Travancore ..	...	17	3	17	...	1	...	8	46
Cochin ...	2	20	...	...	...	...	...	9	31
British Malabar...	2	6	2	13	...	1	...	6	30
Tinnevelly ...	...	1	3	10	...	...	1	1	16
South Canara ...	1	1	1	5	...	1	1	...	10

DIAGRAM SHOWING THE NUMBER OF SCHOLARS

IN ENGLISH HIGH SCHOOLS

Reference:—

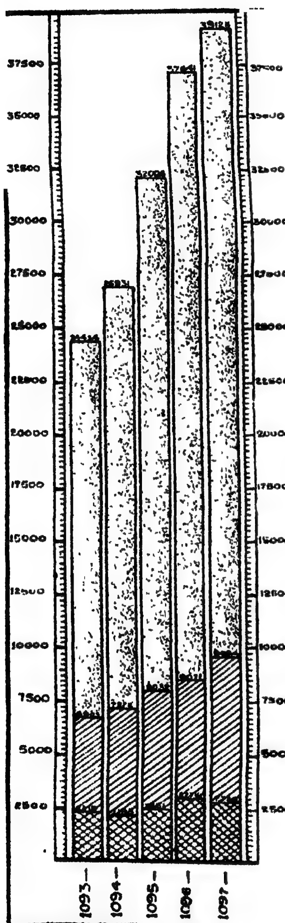
In forms IV, V, and VI.

In form VI

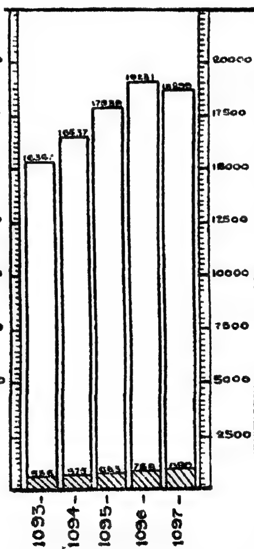
Below VI

Below IV

TRAVANCORE.



COCHIN.



MALABAR.

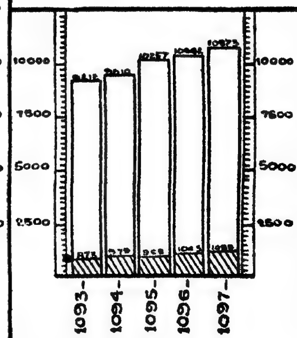
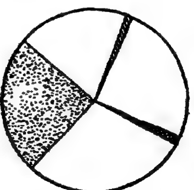
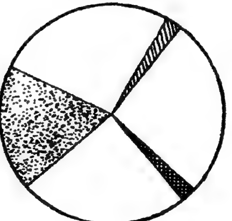


DIAGRAM SHOWING THE PROPORTION OF SCHOLARS, LITERACY GENERAL & LITERACY IN ENGLISH BEAR TO THE POPULATION.

Reference — Scholars; Literacy in English; Do. General

Areas of the circles are proportional to the population per sq. mile.





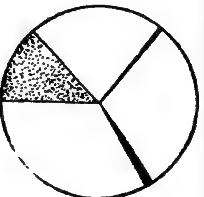
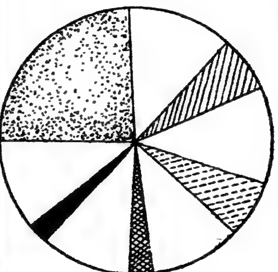
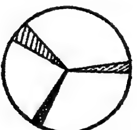


DIAGRAM SHOWING THE PROPORTION OF SCHOLARS IN DIFFERENT CLASSES ETC.

Reference...... — No. presented for E.S.L.C.E.; Scholars of IV, V, & VI; Do. of VI; No. declared eligible.; No. joined the College.

The areas of the circles are proportional to the Total strength of scholars.







NUMBER AND STRENGTH OF ENGLISH SCHOOLS IN TRAVANCORE, THE NUMBER OF E. S. L. C. HOLDERS THAT JOINED AFFILIATED COLLEGES, ETC.

Year.	Number of English Schools of all grades.	Number of English Middle Schools up to and including Form III.	Number of incomplete High Schools.	Number of Complete High Schools.	Total strength of Scholars in all the English Schools.	Total strength of Forms IV, V and VI.
1088/13	72	42	2	28	14,807	4,444
1089/14	76	46	3	27	17,056	4,709
1090/15	79	48	3	28	18,840	4,955
1091/16	79	47	3	29	20,646	5,420
1092/17	86	52	4	30	22,706	6,153
1093/18	94	54	9	31	24,434	6,803
1094/19	102	58	12	32	26,931	7,272
1095/20	114	68	7	39	32,096	8,032
1096/21	149	99	7	43	37,641	9,071
1097/22	165	114	7	44	39,123	9,684
1098/23	180	127	6	47	41,512	10,765
1099/24	188	130	8	50	43,049	12,051

Year.	Total strength of Form VI.	Number of candidates presented for E. S. L. C. Public Examination.	Number of E. S. L. C. holders eligible for college admission granted.	Number of E. S. L. C. holders who joined an affiliated college.	Number of E. S. L. C. holders that joined Tamil colleges under the Madras University.
1088/13	1,225	724	...	334	...
1089/14	1,473	832	...	335	...
1090/15	1,600	1,022	...	265	...
1091/16	1,747	1,092	519	363	...
1992/17	2,008	1,137	458	377	...
1093/18	2,215	1,358	514	400	...
1094/19	2,183	1,395	588	429	...
1095/20	2,461	1,494	519	434	...
1096/21	2,776	1,670	586	508	150
109722	2,720	2,621	1,078	805	154
1098/23	3,016	2,580	1,191	...	...
1099/24	3,399	2,837	1,189	...	...

TRAVANCORE STUDENTS IN COLLEGES AND OTHER INSTITUTIONS OUTSIDE TRAVANCORE.

No.	Name of Institution.	1912—13	1913—14	1914—15	1915—16	1916—17	1917—18	1918—19	1919—20	1920—21	1921—22	1922—23
1	Presidency College, Madras ..	7	5	10	12	16	18	5	3	12	11	14
2	Christian College Do.	41	47	59	65	72	91	98	88	88	84	85
3	Pachaiyappa's College, Madras ...	...	...	...	...	...	...	27	9	14	27	16
4	Queen Mary's College, Madras ...	...	...	...	...	...	...	1	5	6	10	5
5	Law College, Madras...	...	...	...	...	...	...	6	8	6	10	8
6	Engineering College, Madras ...	13	12	20	26	24	22	2	4	10	4	11
7	Medical College, Madras ...	48	39	43	41	38	37	5	11	12	9	12
8	Bishop Heber's College, Trichinopolly † ...	...	...	...	...	...	23	25	13	25	27	22
9	St. Joseph's College Trichinopolly ...	...	...	...	...	...	...	101	93	65	95	124
10	American College, Madura ...	11	13	31	14	27	45	87	102	99	139	171
11	St. Aloysius' College, Mangalore ...	...	...	...	...	...	...	7	12	10	23	35
12	School of Commerce, Calicut ...	10	17	13	11	11	11	13	20	30	53	56
13	Victoria Technical Institute, Bombay...	1	1	4	8	3	9	6	4	4	7	7
14	Sydenham College of Commerce, Bombay	...	...	...	...	...	...	3	10	22	18	21

N. B. There were 59 students in the Women Christian College, Madras, for the 5 years 1918-19 to 1923. In the National College, Trichinopolly, there were 2 students from 1919-23. Sri Minakshi College, Chidambaram, has no Travancore students. Information was not received from other institutions.

† 25 Travancore students for September course 1923-24.

DIAGRAM SHOWING TRAVANCORE STUDENTS IN COLLEGES & OTHER INSTITUTIONS OUTSIDE TRAVANCORE.

HOSTEL ACCOMMODATION OF STUDENTS OF DIFFERENT COLLEGES IN THE AREA.

No.	Name of College.	Year.	Total No. of students in the College.	Students living in Hostels attached to the College.	Students living with relatives or guardians.	Students living in unattached hostels approved by the College authorities.	Students living in lodgings approved by the College authorities.	Students not accounted for under the preceding four heads.
1	Union Christian College, Alwaye ...	1921-22	63	63	...	...	...	...
		1922-23	98	98	...	...	...	...
		1923-24	162	150	3	...	9	...
2	Malabar Christian College, Calicut ...	1921-22	59	17	37	1	4	...
		1922-23	94	30	60	...	4	...
		1923-24	118	41	65	2	10	...
3	Zamorin's College, Calicut ...	1921-22	90	25	46	1	17	1
		1922-23	134	32	84	8	8	2
		1923-24	132	30	95	...	3	4
4	Eranakulam College ...	1921-22	265	97	80	48	40	...
		1922-23	237	89	87	6	55	...
		1923-24	279	94	93	4	88	...
5	Kottayam C. M. S. College ..	1921-22	224	63	66	45	50	...
		1922-23	212	101	88	...	23	...
		1923-24	235	107	46	2	12	68
6	Scott Christian College, Nagercoil ...	1921-22	124	32	92	...	...	...
		1922-23	175	48	110	...	17	...
		1923-24	228	48	...	...	...	180
7	Sarah Tucker College, Palamcottah* ...	1921-22	12	11	1	...	...	...
		1922-23	8	8	...	...	...	...
		1923-24	12	10	2	...	...	...
8	Brennen College, Tellicherry ...	1921-22	41	7	23	2	9	...
		1922-23	109	...	93	...	4	12
		1923-24	105	...	84	...	...	21
9	Victoria College, Palghat ...	1921-22	199	77	115	...	7	...
		1922-23	186	69	116	1	...	...
		1923-24	170	66	100	1	3	...
10	C. M. S. College, Tinnevelly ...	1921-22	37	14	17	6	...	...
		1922-23	53	29	20	...	4	...
		1923-24	57	20	29	...	...	2

* The figures for St. Xavier's College, Palamcottah, are not given.

HOSTEL ACCOMMODATION IN THE AREA—(*concld.*)

No.	Name of College.	Year.	Total No. of students in the College.	Students living in Hostels attached to the College.	Students living with relatives or guardians.	Students living in unattached hostels approved by the College authorities.	Students living in lodgings approved by the College authorities.	Students not accounted for under the preceding four heads.
11	Hindu College, Tinnevelly ...	1921-22	163	37	118	8	3	...
		1922-23	183	42	157	4	...	...
		1923-24	209	13	149	47	...	...
12	St. Thomas College, Trichur ...	1921-22	127	30	55	9	33	...
		1922-23	190	44	99	9	38	...
		1923-24	250	51	135	9	55	...
13	Maharaja's College for Women, Trivandrum ...	1921-22	115	9	66	40	...	...
		1922-23	122	19	61	42	...	...
		1923-24	140	22	76	42	...	...
14	Maharaja's College for Men, Trivandrum* ...	1921-22	651	46	368	26	...	210
		1922-23	696	40	396	32	...	228
		1923-24	823	33	465	57	...	268
15	Training College, Trivandrum ...	1921-22	27	...	...	...	27	...
		1922-23	28	5	...	1	22	...
		1923-24	30	12	...	...	18	...
16	Law College, Trivandrum ...	1921-22	230	34	77	6	113	...
		1922-23	277	56	107	13	101	...
		1923-24	280	26	79	7	...	168
17	St. Berchman's College, Changanacherry ...	1923-24	262	126	30	47	59	...
18	St. Anne's College, Mangalore ...	1921-22	22	15	7	...	...	...
		1922-23	37	23	14	...	...	...
		1923-24	53	25	28	...	...	...
19	St. Aloysius' College, Mangalore ...	1921-22	303	70	136	51	46	...
		1922-23	353	62	143	55	73	...
		1923-24	379	67	173	80	59	...
20	Government College, Mangalore ...	1921-22	142	17	77	30	18	...
		1922-23	139	22	72	13	7	25
		1923-24	124	11	89	18	1	5

* Since divided into the College of Science and the College of Arts.

INSTITUTIONAL LIBRARIES.

No.	Name of Library.	No. of volumes distributed according to subjects.		Amount spent on the purchase of books and periodicals for ten years.	Establishment charges for ten years.	Binding charges for ten years.
				Rs.	Rs.	Rs.
1	H. H. the Maharaja's College, Trivandrum.	General Library ...	6,937			
		Mathematics ...	812			
		Physics ...	779			
		Chemistry ...	744			
		Natural Science ...	347	48,646	7,554	2,597
		History ...	6,537			
		Language—				
		Sanskrit ...	937			
		Malayalam ...	444			
		Tamil ...	224			
			17,761			
2	Union Christian College, Alwaye.*	English Literature and languages ...	460			
		History and Economics ...	400			
		Philosophy ...	60	5,000	300	50
		Mathematics & Physics ...	50			
		Malayalam Language and Literature ...	190			
			1,160			

* Started in June 1921 and became a first grade college in August 1923.

INSTITUTIONAL LIBRARIES.—(*contd.*)

No.	Name of Library.	No. of volumes distributed according to subjects.		Amount spent on the purchase of books and periodicals for ten years.	Establishment charges for ten years.	Binding charges for ten years
				Rs.	Rs.	Rs.
3	H. H. the Maharaja's College for Women, Trivandrum.	English Prose, Poetry, General Literature ...	1,391	* 5,310	† 1,404	150
		Ancient, Modern and Indian History ...	553			
		Logic ...	772			
		Malayalam ...	360			
		Tamil ...	226			
		Sanskrit ...	270			
		French ...	150			
		Latin ...	39			
		Physics and Chemistry ...	85			
		Mathematics ...	46			
			3,892			
4	Scott Christian College, Nagercoil.	Science ...	400			
		History ...	750			
		General Literature ...	3,100	5,444	7,110	300
			4,250			
5	St. Berchman's College, Changanacherry.	English ...	684			
		Reference ...	93			
		History, Ancient and Modern ...	175			
		Malayalam ...	133	6,168	‡ 450	...
		Sanskrit and Latin ...	40			
		Logic and Philosophy ...	25			
			1,150			

* The amount represented the expenditure for 1096 and 1097 only.
† There were no separate charges from the High School till 1093.
‡ Not for ten years but only from 1921.

INSTITUTIONAL LIBRARIES.—(*contd.*)

No.	Name of Library.	No. of volumes distributed according to subjects.		Amount spent on the purchase of books and periodicals for ten years.	Establishment charges for ten years.	Binding charges for ten years.
				Rs.	Rs.	Rs.
6	C. M. S. College, Kottayam.	English ...	1,039			
		Oriental History and Literature ...	206			
		History (Ancient and Modern) ...	671			
		Logic and Philosophy ...	92			
		Mathematics ...	155			
		Physical Science ...	233	5,676	2,072	...
		Biology ...	56			
		Religious Literature ...	289			
		Reference ...	161			
			2,902			
7	Training College, Trivandrum		7,893	12,743	4,454	679
8	Law College, Trivandrum.		1,736	...	...	...

INSTITUTIONAL LIBRARIES.—(*concld.*)

No.	Name of Library.	No. of volumes distributed according to subjects.		Amount spent on the purchase of books and periodicals for ten years	Establish-ment charges for ten years.	Binding charges for ten years.
				Rs.	Rs.	Rs.
9	Errakulam College.	English ...	2,126			
		Physics ...	412			
		Chemistry ...	237			
		Mathematics ...	370			
		History ...	1,026	8,000	2,405	...
		Logic ...	272			
		Natural Science ...	401			
		Malayalam ...	227			
		Sanskrit ...	113			
			5,184			
10	St. Thomas College, Trichur.	English ...	720			
		History ...	139			
		Logic ...	32			
		Malayalam ...	164			
		Sanskrit ...	165	5,500	500	25
		Mathematics ...	151			
		Physics ...	147			
		Chemistry ...	157			
		Miscellaneous ..	52			
			1,727			

NUMBER OF TEACHERS AND STUDENTS IN COLLEGES IN KERALA, 1923.

College.	Number of Teachers.	Number of Students.	Number of Students per Teacher.
Trivandrum Men's College ...	40	678	17
Alwaye Union Christian College ...	11	98	9
Changanacherry St Berchman's College ...	5	118	23·6
Kottayam C. M. S. College ...	13	213	16·4
Nagercoil Scott Christian College ...	13	175	13·5
St. Aloysius' College, Mangalore ...	24	341	14·2
Trivandrum Women's College ...	10	122	12·2
Calicut Malabar Christian College ...	8	94	11·8
Calicut Zamorin's College ...	10	134	13·4
Ernakulam College ...	14	237	17
Mangalore St. Anne's College ...	8	36	4·5
Mangalore Government College ...	16	142	8·9
Palghat Victoria College ...	14	186	13·3
Trichur St. Thomas College ...	10	192	19·2
Tellicherry Government Brennen College ...	9	113	12·5
Total ...	205	2,879	14·0

NUMBER OF STUDENTS PER INSTRUCTOR IN THE COLLEGES OF THE PRESIDENCY OF MADRAS, 1923.

Name of College.	Number of Students.	Number of Instructors.	Number of students per Instructor.
First Grade Colleges.			
Anantapur Ceded Districts College ...	188	19	10
Chidambaram Sri Minakshi College ...	113	9	12·6
Hyderabad Nizam's College ...	228	23	10
Kumbakonam College ...	409	23	17·8
Madras Christian College ...	819	45	18·2
Madras Pachaiyappa's College ...	957	33	29
Madras Presidency College ...	284	49	5·8
Madras Mohammedan College ...	29	6	4·9
Madras Queen Mary's College ...	213	16	13·3
Madras Women's Christian College ...	128	11	11·6
Madura American College ...	448	27	16·6
Mangalore St. Aloysius' College ...	341	24	14·2
Mannargudi Findlay College ...	160	13	12·3
Masulipatam Noble College ...	230	19	12·1
Rajamundary Government College ...	301	22	13·7
Trichinopoly St. Joseph's College ...	1037	43	24·1
Trichinopoly S. P. G. College ...	545	27	20·2
Vizianagaram Maharaja's College ...	381	31	12·3
Trivandrum Maharaja's College ...	678	40	17
Alwaye Union Christian College ...	98	11	9
Total ...	7,587	491	15·4
Second Grade Colleges.			
Bangalore Sacred Heart College ...	16		2·7
Bangalore St. Joseph's College ...	55	6	9·1
Berhampore Kallikota College ...	50	9	5·6
Calicut Malabar Christian College ...	94	8	11·8
Calicut Zamorin's College ...	134	10	13·4
Cocanada Pittapur Raja's College ...	186	14	13·3

NUMBER OF STUDENTS PER INSTRUCTOR IN THE COLLEGES OF THE PRESIDENCY OF MADRAS.—(*contd.*)

Name of College.	Number of Students.	Number of Instructors.	Number of Students per Instructor.
Second Grade Colleges—(contd.)			
Coimbatore Government College ...	102	10	10·2
Ernakulam College ...	237	14	17
Guntur A. E. L. M. College ...	120	12	10
Madras Wesley College ...	148	14	10·6
Madura College ...	195	11	17·7
Mangalore St. Anne's College ...	36	7	5·1
Mangalore Government College ...	142	16	8·9
Nellore Venkatagiri Raja's College ...	109	11	10
Palamcottah C. M. S. Sarah Tucker ...	11	6	1·8
Palgnat Government Victoria College ...	186	16	11·6
Parlakimedi Rajaraja's College ...	46	9	5·1
Pudukotta Maharaja's College ...	86	10	8·6
Salem College ...	57	7	8·1
Tellicherry Government Brennen College ...	113	9	12·6
Tinnevelly C. M. College ...	46	5	9·2
Tinnevelly Hindu College ...	180	16	11 3
Trichinopoly National College ...	138	8	17·3
Trichur St. Thomas College ...	192	11	17·5
Vaniyambadi Islamiah College ...	12	5	2·4
Vellore E. R. V. College ...	109	6	18·2
Vizagapatam Mrs. A. V. N. College ...	97	14	7
Total ...	2,897	270	10·7
Professional Colleges.			
Trivandrum Training College ..	73	9	8·1
Trivandrum Law College ...	277	9	30·8
Madras Law College ...	629	9	69·9
Madras Training College ...	26	2	13
Madras Medical College ...	433	43	10
Madras Engineering College ...	169	39	4·3

PAY OF TEACHERS (1923) EXCLUDING THE PRINCIPAL.

College	Lowest Pay	Highest Pay	No. of instructors.	Approximate average pay.
	Rs.	Rs.	Rs.	Rs.
Trivandrum Maharaja's College ...	40	750	10	231·9
Trivandrum Women's College ...	50	180	10	112·2
Nagercoil Scott Christian College ...	33	150	13	72
Kottayam C. M. S. College ...	30	165	13	108·2
Alwaye Union Christian College ...	45	200	11	109·3
Ernakulam College ...	48	300	14	134·9
Trichur St. Thomas College ...	48	300	10	119·2
Changanacherry St. Berchman's College ...	40	250	5	108·3
Anantapur Ceded Districts College ...	50	650	19	177·8
Kumbakonam College ...	50	800	25	204·6
Mangalore Government College ...	50	600	16	131·6
Madras Presidency College ...	75	1,550	53	320·4
Rajamundary Government College ...	50	950	22	200·9

COLLEGIATE STAFF—(1922-23.)

Centre.	Number of students.	Teachers.		Others.	Total.	Number of students per teacher.
		M. A., B. A. Honours &c.	B. A. B. Sc., &c.			
Nagercoil ...	238	5	4	3	12	20
Trivandrum (excluding Sanskrit & Ayurveda Colleges) ...	1,454	48	18	10	76	19
Trivandrum (including Sanskrit & Ayurveda Colleges) ...	1,670	49	21	26	96	17
Changanacherry ..	262	3	1	3	7	37
Kottayam ...	235	3	9	...	12	20
Alwaye ...	166	7	...	1	8	21
Travancore ...	2,571	67	35	33	135	19
Ernakulam ...	279	7	6	2	15	19
Trichur ...	260	5	2	3	10	26
Cochin ...	539	12	8	5	25	22

CHAPTER IV

The Evolution of the University Question

The Movement outside the State

English education in Travancore and in other portions of Kerala began before any Universities rose in India. The first University of the modern type to be founded in India was that of Calcutta in 1857. Later in the same year the Universities of Madras and Bombay were founded. The creation of the three Universities was due to the growing demand in India for English education and for bodies having the power to grant degrees. In 1845, the Council of Education in Bengal had suggested the foundation of a University on the model of the University of London. The Court of Directors had then turned down the proposal as premature, but in 1854, the famous Education Despatch of Viscount Halifax accepted the position that the time had come for forming new Universities in India on the model of the University of London, and that their function should be to hold examinations and award diplomas and degrees. The aims of the new bodies are set forth in the preamble to the University Acts in 1857, which stated that the Universities concerned were founded for " the better encouragement of Her Majesty's subjects in the pursuit of a regular and liberal course of education, and for the purpose of ascertaining by the examination persons who have acquired proficiency in different branches of literature, science and art, and of rewarding them by academical degrees, as evidence of their respective attainments. "

2. The three provincial Universities started with eight *ex-officio* Fellows and thirty-three other Fellows who were appointed by name. It was at the same time provided that the number of Fellows should not be less than thirty. The composition of the original Senates makes it clear that they were to be bodies of "competent advisers on questions relating to higher education." In 1882, the University of Punjab was founded with the same aims. The strength of its Senate was, however, not to be less than fifty, and the number of elected Fellows was not to exceed the

number of nominated Fellows. The initial Senate of this new University consisted of 133 members of whom 14 were appointed *ex-officio*. It was also given power to appoint professors and lecturers. In 1884, the three older Universities were empowered to confer the Honorary Degree of LL. D. In 1887, the University of Allahabad was constituted. The preamble of the legislative measure by which it was created deliberately omitted the provisions which had been construed as limiting the functions of the existing Universities in India to examining and conferring degrees. It was, therefore, argued that the new University could, if it chose, become a teaching University. It fell into line, however, with the older Universities and did not develop a teaching side. It started with a Senate of not less than fifty members of whom 12 were to hold office as *ex-officio*. Thus by 1887 there were five Universities for the great provinces of British India. They were all of the affiliating and examining type. The colleges scattered over a province were brought together under a central organisation which laid down the qualifications for admission to the university courses, prescribed the course of studies and the standards for the examination which it conducted and on the results of which it awarded degrees. A mild supervision over the affiliated colleges was exercised by the University which organised also occasional inspections of colleges. There was nothing in the system to limit the number of colleges which might be affiliated to a University so long as they were all situated within its prescribed territorial limits. These were the conditions in 1902 when the Indian Universities Commission was appointed by Lord Curzon. There were at the time 78 colleges affiliated to the Calcutta University, 54 to the Madras University, 11 to the University of Bombay, 30 to the University of Allahabad, and 15 to the University of Punjab. In 1907, *i. e.*, five years later and after the enactment of the Indian Universities Act of 1904, the corresponding numbers were 53, 53, 17, 33 and 24. The apparent shrinking in some cases and the slight increase in others are largely due to the enforcement of the recommendations of the Indian University Commission of 1902 and the provisions of the Indian Universities Act of 1904.

3. The main changes recommended by the Indian Universities Commission may be briefly referred to. The administrative bodies of the Universities were reorganized so as to secure an effective representation of the teaching element on the governing bodies and the election of a number of members of the Senate by the Faculties and by the graduates of the Universities; the strength of the Senates was reduced to manageable dimensions, the number of Fellows in the older Universities being restricted to 100 and to a smaller specified number in the case of the others. The duration of the Fellowship was also limited to five years, Life Fellowships were given up, the existing Life Fellows being put apart in a class by themselves as Honorary Fellows. A more strict and systematic supervision of the colleges by the Universities was introduced, and conditions were clearly laid down which had to be complied with before the grant of affiliation. An attempt was thus made to secure the maintenance of a minimum and uniform standard of efficiency in the affiliated colleges. Provisions were introduced for regulating the supervision (by the Universities and the colleges) of the conduct and residence of students. Power was given to the Universities to assume teaching functions and to appoint university lecturers. And lastly, due stress was laid on the necessity for collegiate teaching for candidates prepared for university examinations, and the grant of exemptions to private candidates was restricted in various effective ways. Substantial changes were introduced in the curriculum and methods of examinations, as a consequence of this revision. It was noteworthy that Section 3 of the Act of 1904, in defining the powers of the Universities, emphasised their duty to become teaching Universities and their obligations in the promotion of learning and research. In accordance with the provisions of the new Act, regulations were framed by each of the existing Universities giving effect to the new policies. But the main contribution of the Act of 1904 was the attempt to create a control by the University over affiliated institutions. The new regulations accordingly dealt with the question of affiliation in great detail. Under Section 19 of the Act, except on the recommendation of the Syndicate and by special order of the Senate, no person might be admitted as a

candidate at any university examination other than the Matriculation, unless he produced a certificate from a college affiliated to the University showing that he had completed the course of instruction prescribed by the regulations. It became accordingly essential for every institution which desired to present candidates for the examinations of a University to be affiliated to it. The privilege itself was to be granted only after an elaborate inspection. After affiliation, efficiency in the affiliated institutions was to be secured in various ways. The Act provided " that every college affiliated to the University should submit such reports, returns and other information as the Syndicate might require to enable it to judge of its efficiency; that the Syndicate should cause a college to be inspected from time to time by one or more competent persons authorised to act on its behalf ; and that the Syndicate might call upon a college so inspected to take, within a specified period, such action as appeared necessary to maintain its efficiency in respect of those matters with regard to which the Syndicate has to be satisfied when it deals with an affiliation in the first instance. " The effects of the new rules were undoubtedly beneficial to higher education in India, though they were persistently derided in certain quarters as reactionary and bureaucratic, as stifling higher education and as rendering it costly and inaccessible to the poorer classes.

4. The Report of the Calcutta University Commission bears testimony to the improvement. "There can be little doubt," it runs, "that considerable improvements have been made in the organisation of colleges since the time of the Universities Act, but this tightening up of efficiency has scarcely kept pace with the very great increase in numbers which has exposed many of the weaknesses of the present system."*

5. In the University of Madras the chief features of the new Regulations were the provision of Honours courses, of university professorships and readerships, inter-collegiate lectures, studentships for research students and full rules for the inspection and affiliation of colleges. The creation of the Honours courses in

*_Vide_ Vol. III, p. 218.

Madras made provision for the able students whose case was said to have been neglected in the older system where the need of the average student was alone considered.

6. The changes made for efficiency, and brought colleges into more intimate contact with the University than before. The introduction of a large teaching element in the Senate tended to prevent the subordination of educational to other considerations. The position of mofussil institutions was improved, but they still remained in a condition of virtual inferiority as compared with the colleges situated at the headquarters of the University. They did not have access to the university library and to the special lectures organised at the university centre. The vast area over which the affiliated colleges were distributed and the great distances separating them from the metropolis of the University and from one another led to bad results. The actual conduct of the administration of the University came to be carried on almost entirely by those who, by their presence in or proximity to the university headquarters, were able to take part in its daily administration. A considerable strain was imposed on mofussil institutions on account of the time and trouble involved in the journey of their representatives to the university centre particularly during the term time. No discrimination was intended or attempted at the start between colleges situated at the university centre and those at a distance. But such differentiation did creep in gradually. For instance, the benefits of the University Library were available only to teachers and students resident at Madras. University Professors, though in theory available for lectures in mofussil colleges, seldom lectured outside the centre. In the Boards of Examiners and in the Boards of Studies, the metropolitan element tended to predominate. All this tended to create a sense of irritation in the mofussil institutions. The feeling grew when some mofussil colleges took full advantage of the provisions of the university regulations calling for an improvement in their organisation and equipment and worked up to a really high level of efficiency, making it difficult to trace in them any signs of inferiority to the colleges of Madras.

7. While these conditions were developing, university policy and ideals were generally undergoing a marked change all over India. It had been unfortunate that, prior to 1917, when inquests into the

conditions of higher education in India were undertaken, they began and ended just before similar inquiries of a comprehensive nature were commenced elsewhere and resulted in striking improvements. The University Acts of 1857 enabling the relations of affiliation to be imposed between the University and the colleges, making a college merely provide instruction and present candidates for examinations, were for instance passed just the year before the University of London abandoned this type of affiliation, and opened its examinations without reference to the places where the examinee was educated. Similarly the Report of the Indian University Commission of 1902 was issued just a year before the disruption of the federal Victoria University, which raised fundamental questions of university type and organisation involving the relative merits of the affiliating, federal and unitary Universities. The revision of the university regulations by the existing Universities was similarly completed before 1910, when the Final Report of the Royal Commission on the University of London, over which Lord Haldane presided, was issued. It found its echo immediately in India and brought to a head the dissatisfaction with the new regulations. Various defects in the provisions of the Indian Universities Act of 1904 in leading to its failure to secure a really efficient control over the affiliated institutions became evident. Instances of such defects are cited by the Calcutta University Commission in Volume III, Chapter XXVII, of their Report. The instances cited by them may be parallelled in the history of the relations of the University of Madras and its affiliated colleges. Inspection Reports of Commissions sent out by the Syndicate disclosed the persistency of defects which continued despite repeated criticisms. The only penalty which the University was competent to impose upon a recalcitrant college was the extreme one of disaffiliation. There was natural reluctance to apply this extreme remedy. The University had only the authority to criticise, and not help an affiliated college to secure a grant-in-aid from the Government. It ran the risk first of making suggestions which could not be carried out, and secondly of causing perpetual irritation by such criticisms. It had no power to co-ordinate the resources of the affiliated colleges, and was therefore unable to effect a synthesis which would increase their efficiency without at the same

time causing any sacrifice of economy. It was generally felt that the new regulations had not touched the root causes of the evils in existence before 1904, and that the remedy was just that which was deprecated by the Indian Universities Commission of 1902, namely, the formation of a number of local Universities.

8. The feeling of communal unity combined with the new ideals of university aims and reconstruction was helped on by this discontent to the formation of new Universities. The Hindu and the Muslim communities desired to found All-India Universities of unitary teaching types at Benares and at Aligarh, and local patriotism urged the smaller provinces and the Native States to form Universities of their own. The movement was strengthened by the Government of India who issued on the 21st February, 1913, a comprehensive Resolution on Educational Policy. In paragraph 45 of this document, the Government discussed the relative merits of the affiliating and teaching Universities. "The day is probably far distant," said they, "when India will be able to dispense altogether with the affiliating University. But it is necessary to restrict the area over which the affiliating Universities have control by securing in the first instance a separate University for each of the leading provinces in India, and secondly to create new local teaching and residential Universities within each of the provinces, in harmony with the best modern opinion as to the right road to educational efficiency. The Government of India have decided to found a teaching and residential University at Dacca, and they are prepared to sanction, under certain conditions, the establishment of similar Universities at Aligarh and Benares and elsewhere as occasion may demand. They also contemplate the establishment of Universities at Rangoon, Patna and Nagpur. It may be possible hereafter to sanction the conversion into local teaching Universities, with power to confer degrees upon their own students, of those colleges which have shown the capacity to attract students from a distance and have attained the requisite standard of efficiency. Only by experiment will it be found out what type or types of Universities are best suited to the different parts of India."

9. In accordance with the generous policy thus laid down, and as a result of special Committees appointed to advise thereon, new Universities were formed at Mysore in 1916, at Patna in 1917, and at Nagpur in 1923. Unitary teaching Universities were founded at Benares in 1916, at Aligarh, at Rangoon and at Lucknow, in 1920, at Dacca in 1921, and at Delhi in 1922. The Osmania University at Hyderabad was founded in 1918 by His Exalted Highness the Nizam, with the distinct aim of imparting instruction in Urdu. The Universities of Mysore and Hyderabad were incorporated by legislation and by *firman* respectively, under the sanction of Rulers of Indian States.

10. Meanwhile, the Calcutta University Commission had been appointed in 1917. It issued its weighty Report early in 1920. The publication of this document set up a movement for voluntary reform in every provincial University. The constitutions of new Universities and those of the older Universities modified since 1920 indicate in numerous ways the influence of this Report. The following tabular statements regarding Indian Universities, taken from the latest Quinquennial Report of 1917–22, give the type, date of foundation, number of scholars and colleges (both arts and professional) as well as the expenditure incurred on them by various bodies. The progress of the university movement outside the State can be gauged by these figures.

UNIVERSITIES AND ARTS COLLEGES IN INDIA—1921-1922.

University.	Number of Constituent and Affiliated Colleges or Departments for							
	Arts and Science.	Education.	Engineering.	Medicine.	Law.	Commerce.	Agriculture.	Total.
Calcutta ...	40	3	1	2	3	...	...	49
Bombay ...	16	...	1	1	1	1	1	21
Madras ...	(a) 66	3	1	1	2	...	..	73
Punjab ...	(c) 29	1	...	2	1	1	1	35
Allahabad ...	31	2	...	...	1	1	...	35
Mysore ...	3	...	1	...	...	(e) 1	...	5
Benares Hindu ...	(f) 3	1	1	...	...	...	...	5
Patna ..	10	1	...	...	2	...	..	13
Osmania ..	(g) 1	...	...	..	...	...	...	1
Aligarh Muslim ...	(h) 2	...	...	...	1	...	...	3
Rangoon ...	2	...	...	...	...	...	...	2
Lucknow ...	2	...	...	1	(i) 1	(i) 1	...	5
Dacca ...	1	1	...	...	1	...	...	(k) 3
Delhi ...	3	...	...	...	...	...	...	3
Total ...	209	12	5	7	13	5	2	253

University.	Number of students reading for								Teaching Staff.	
	Arts and Science.	Education.	Engineering.	Medicine.	Law.	Commerce.	Agriculture.	Total.	No. of teachers.	Average.
Calcutta ...	18,613	64	86	1,641	2,640	...	...	23,044	1,227	19
Bombay ...	6,036	...	...	1,175	740	154	194	8,493	460	18
Madras ...	(a) 11,077	142	194	411	860	...	...	12,653	(b) 961	13
Punjab ...	6,168	45	163	462	475	90	132	7,372	504	15
Allahabad ...	(d) 5,584	99	...	...	572	190	...	6,445	512	13
Mysore ...	862	...	...	...	...	32	...	1,050	92	11
Benares Hindu ...	(f) 1,201	64	156	...	...	...	...	1,469	103	14
Patna ...	2,075	38	204	...	304	...	..	2,417	198	12
Osmania ...	345	...	...	...	...	...	...	345	30	12
Aligarh Muslim ...	(h) 640	...	...	...	62	...	...	702	53	13
Rangoon ...	507	...	...	...	..	...	...	507	64	8
Lucknow ...	380	...	...	174	65	13	...	632	55	(j) 10
Dacca ...	(l) 786	67	...	...	177	...	...	(l) 1,030	(m) 86	13
Delhi ...	706	...	...	...	...	...	...	706	48	15
Total ..	54,980	519	803	3,863	5,895	479	326	66,865	4,393	15

(a) Including 15 oriental colleges and one department of Economics with 341 and 47 students respectively.
(b) Excluding teachers of oriental colleges.
(c) Including one oriental college with 96 students.
(d) Including four research students in the History and Economics departments.
(e) There are no separate colleges for Commerce, but degree classes in Commerce are held in one of the Arts Colleges.
(f) Including one oriental college and one college of theology with 130 and 8 students respectively.
(g) Including a separate faculty of theology with 7 students.
(h) Including one Intermediate college with 442 students.
(i) There are no separate colleges for law and commerce, but classes are held in the University college of Arts and Science.
(j) Excluding commerce and law classes.
(k) There are no colleges in the ordinary sense of the term. The University has its teaching departments in various subjects.
(l) Including 7 research students and 154 students of the Dacca Medical School who took their Science course at the University.
(m) Including 8 part-time teachers.

STATISTICS OF UNIVERSITIES. (1922)

University.	Type.*	Date of foundation.	Faculties.†	No. of Teaching staff.	No. of students. 1922.	No. of Graduates in Arts and Science, 1922.
Calcutta ...	Aff.	1857	A. Sc. L. M. Eng.	1,227	23,044	2,768
Bombay ...	Aff.	1857	A. Sc. L. M.	460	8,493	775
Madras ...	Aff.	1857	A. Sc. L. M. Eng.	961	12,653	1,176
Punjab ...	Aff.	1882	A. Sc. L. M. Ag. Com., O.	504	7,372	834
Allahabad ...	Aff. & Teach.	1887 & 1921	A. Sc. L. M. Com.	512	6,445	500
Mysore § ...	Aff	1916	A. Sc.	92	1,050	142
Benares Hindu ...	Teach.	1916 (a)	A. Sc. L. Th. O. (c)	103	1,469	152
Patna ...	Aff.	1917	A. Sc. L. Ed.	198	2,417	261
Osmania § ...	Teach.	1918	A. L. Th.	30	345	...
Aligarh Muslim ...	Teach.	1920	A. Sc. L. Th. (d)	53	702	76
Rangoon ...	Teach.	1920	A. Sc. L. O. (e)	64	507	54
Lucknow ...	Teach.	1920	A. Sc. L. M. Com.	55	632	149
Dacca ...	Teach.	1921 (b)	A. Sc. L.	86	1,030(f)	211
Delhi ...	Teach.	1922	A. Sc.	48	706	...
				4,393	66,865	7,098

* Aff=Affiliating; Teach=Teaching.

† Abbreviations:—A=Arts; Sc=Science; L=Law; M=Medicine; Ed=Education; Eng=Engineering; Ag=Agriculture; Com=Commerce; Th=Theology; O=Oriental Learning.

§ Incorporated by Legislation in an Indian State.

N. B.—The teaching of the Affiliating Universities is carried on by the staffs of their constituent colleges, but generally the Universities themselves provide instruction in certain branches of higher education as required by the Act of 1904.

(a) The Act was passed in 1915.
(b) The Act was passed in 1920.
(c) Pure and Applied Science (Engineering).
(d) There are no Faculties but *Departments of Studies* in different subjects.
(e) There are no Faculties, but *Boards of Studies* in various subjects.
(f) Including 154 students of the Dacca Medical School who took their science course in the University.

EXPENDITURE ON UNIVERSITIES BY PROVINCES IN 1921-22.

Province.	Expenditure from				Total expenditure.
	Government funds.	Board funds.	Fees.	Other sources.	
	Rs.	Rs.	Rs.	Rs.	Rs.
Madras ...	85,480	...	3,28,245	54,629	4,68,354
Bombay ...	67,000	...	2,46,612	58,172	3,71,784
Bengal ...	8,65,132	..	12,65,218	3,87,540	25,17,890
United Provinces ...	6,84,673	...	2,19,131	22,59,982	1,63,786*
Punjab ...	2,84,400	...	3,22,803	...	6,07,203
Burma ...	1,73,779	...	17,575	...	1,91,354
Bihar and Orissa ...	64,927	...	1,08,762	1,07,581	2,81,270
Central Provinces and Berar ...	...	...	...	...	...
Assam ...	...	...	...	...	...
North-West Frontier Province ...	...	75	...	...	75
Minor Administrations...	2,862	...	...	...	2,862
India 1921-22	22,28,253	75	25,08,346	28,67,004	76,04,578
India 1916-17	4,82,637	25	15,97,885	4,71,378	25,51,925

N. B.—Figures for Universities in the Indian States are not included in this statement.

* Allahabad,=Rs. 2,82,075; Lucknow,=Rs. 12,59,053; Hindu, Rs. 12,55,948; Muslim= Rs. 3,66,710.

The large sums expended by Bengal and the United Provinces are accounted for in the former case by the opening of the Dacca University and in the latter by the capital and other expenditure on the new Universities of Lucknow, Benares and Aligarh. The Calcutta University received from Government during the year grants amounting approximately to Rs. 2,64,000. It received during the quinquennium in grants from the Government of India and the Bengal Government no less than Rs. 11,78,083, the annual recurring allotment being Rs. 2,57,000 (of which Rs. 1,28,000 is for the University and Rs. 1,29,000 for colleges). The Central Government makes a grant of one lakh annually each to the Benares Hindu and the Aligarh Muslim Universities, and this is included in the table above under Government expenditure in the United Provinces. A grant of Rs. 75,000 was included in the 1922 estimates for the Delhi University.

The Movement in Travancore

11. In one sense the question of the institution of a separate University for the West Coast is by no means a new one. The Indian Education Commission of 1882 hinted of the possibility of Trivandrum becoming in course of time the centre of a new University. This prediction is an instance of the sagacity and foresight of the Rev. Dr. William Miller who was a member of the Commission. The point was pressed upon the Indian Universities Commission in 1902 by a witness who belonged to the professorial staff of H. H. the Maharaja's College.* That body was not however satisfied with the proposals for the multiplication of teaching Universities at Trivandrum as well as at Bangalore and Trichinopoly. They declared that it would be necessary to postpone the creation of new Universities until the changes recommended by them in the constitution of the existing Universities had been tested by some years of experience. The growth of a powerful local feeling in the Andhra country gave an impetus to the movement for a separate University for the Telugu districts. This proposal was repeatedly pressed on the public attention. The agitation culminated in the appointment of a large and representative Committee under the presidentship of Dewan Bahadur L. A. Govindaraghava Aiyar. This Committee reported in favour of a new University for the Telugu districts. The question, after being hung up till the reforms of the University of Madras had been carried through, has again been taken up. A legislative measure to enable the new University to be started is said to be in preparation.†

12. Meanwhile when this question was under consideration, the rapid growth of education in Travancore and on the West Coast generally, and the phenomenal increase in the demand for collegiate instruction within the State, coupled with the inability of the colleges in Travancore to keep pace with it, clamoured for a suitable remedy. As early as 1912, Dr. A. C. Mitchell, in the course of his farewell speech as the retiring Director of Public Instruction of Travancore, urged the starting of a University for the State. This cry was

* Mr. R. S. Lepper, M. A., LL. M., Professor of History and Economics.

† The draft Bill has since been published.

taken up by the Press. In 1914, Principal L. C. Hodgson, in urging the starting of Honours courses in H. H. the Maharaja's College, Trivandrum, foreshadowed the need for a new University for the State, which had already been urged twelve years earlier before the Raleigh Commission by his colleague Professor R. S. Lepper. In 1915, in the course of his address at the convocation of the University of Madras, Sir Harold Stuart, then the first member of the Madras Executive Council, suggested the formation of a University for the West Coast along with a University each for the Tamil and Telugu districts respectively.[6] By 1916, the time was ripe for undertaking an investigation of the question. Accordingly, the next year, the Travancore Government issued an order (No. E. 3983, dated the 23rd November, 1917) constituting a large and representative University Committee for the purpose of enquiring into the feasibility of a University for Travancore and for suggesting ways and means to secure the object. They reviewed the resources available for the formation of a University within the State, the causes tending to the development of these resources and the steady and unceasing growth of the demand for university education in Travancore, the fostering care of the University of Madras under which the cause of higher education in the State had been advanced, and the arrival of the time when the conditions of the State seemed to justify the consideration of the question whether a University adapted to local conditions and environment should not be started for Travancore. In the course of his eloquent address, in opening the proceedings of the Travancore University Committee, on 20th February, 1918, Dewan Bahadur M. Krishnan Nair, the Dewan, referred to the need for reforms in the existing Universities in India, of which Madras was a sample, and to the Resolution of the Government of India dated the 21st February, 1913, proposing the restriction of the area over which affiliating Universities should have jurisdiction, in order that new local teaching and residential Universities of the best modern pattern might arise in every province. He alluded to the declaration of His Excellency Lord Hardinge, the Viceroy, when he laid the foundation stone of the Benares Hindu University on the 3rd February, 1916, "that it was the declared policy of the Government of India to do *all*

within their power and within their means to *multiply* the number of Universities throughout India, as a proof of realising that the greatest boon that the Government can give to India is the diffusion of higher education through the creation of new Universities." Mr. Krishnan Nair referred with satisfaction to the step already taken by Mysore in forming a University of her own, and affirmed that the forward Native States had to come into line with British India in doing what they could for university education, by starting Universities of their own. He claimed that the pre-eminence of Travancore in the matter of education and the magnificent record of educational progress which the reign of His Highness the Maharaja Sri Mulam Tirunal had witnessed would both justify the culmination of the activities of so fruitful an epoch in the formation of a separate University by and for the State. As a justification for taking up the question, he pleaded that "so overwhelming is the demand for collegiate education that numerous Travancore students are now obliged to seek admission outside the State, after the local colleges have been filled to overflow," that the growing demand for professional education in British India must naturally render it difficult for the authorities of the Medical and Engineering Colleges at Madras and the Agricultural College at Coimbatore to give admission to the pupils of this State in large numbers, and that, in the fulness of time, it would become imperative to the Government of Travancore to open institutions in these Faculties within the State itself to satisfy the legitimate needs of its population. He claimed that the time had arrived when the question might be safely considered whether a separate University for Travancore should not be established to crown the edifice of popular education reared by the strenuous efforts of past years. Mr. Krishnan Nair argued that the homogeneous nature of its population, its past history and educational traditions, its special physical and ethnic features which made it stand apart from the adjoining districts, all combined to indicate the desirability of a University for Travancore specially adapted to its own peculiar requirements. He affirmed that a local University alone could achieve these ends and that it could secure the object better than one whose responsibilities were dissipated over a big province.

13. It is hardly necessary for us to do more than state that, in the course of the elaborate enquiry conducted by the Travancore University Committee, the records of which have been before us, they appear to have found that the claims made by the Dewan were justified by the proportion to which the demand for university education had grown in the State and might grow in the immediate future. In answer to a specific reference, they said in the concluding paragraph of their brief Report that "finally, the Committee is of opinion that the present condition of education in the land warrants the establishment of a University of the type described in the Report." In paragraph 7 of the same document, they maintained that "the number of students and the variety of the work of a university standard done in the various institutions in the State would justify the establishment of a University in Travancore." The University recommended by them was one belonging to the type familiarly known as the unitary-residential.

14. The conclusions of this Committee mark a definite advance in the question of a University for Kerala. It may be noted that their recommendation was for the creation of a University *in* and *for* the State, though they did not say anywhere that other parts of Kerala should be out of it. During the administration in whose tenancy this Report was issued, the State had been obliged to give preference to its subjects among applicants for admission to its colleges. This policy had been dictated by the inadequacy of the collegiate accommodation in the State to meet the demands for admission from both subjects of Travancore and from outsiders. It was apparently hoped by those who recommended the formation of a new University in 1919 that, in a unitary University, located on a site with ample scope for the most generous expansion, the time would *never* come when the University would have to be closed to those who might claim the right to enter its portals by consanguinity, by propinquity, by co-partnership in traditions and usage, and by allegiance to common customs, ideals, and a common language and literature.

15. The Report of 1919 had not been unanimous in regard to the main issue. Some of the members who signed it deprecated the *immediate* formation of a University in the State, and criticised

the idea on various grounds. They urged, for instance, that the University would not, to *begin* with, have more than 700 students, and would be too small for efficiency, that it would have too few Faculties, that its cost to the State, considered in proportion to the small number of students to be benefited, would prove an unduly heavy burden, that the expense of a collegiate course to its students would be prohibitive, that the formation of such a University at the expense of secondary and vernacular education must prove detrimental to the State's interests, that Travancore had not advanced sufficiently for a University to be maintained by it at a proper level, that many difficulties would have to be overcome before the effectuation of the scheme, that the formation of still another instrument for giving higher education of the literary type was hardly justified in the present-day ideals of the state's duty in regard to education, that there was no indication of popular demand for a new University, that the disabilities accruing to the colleges and students in Travancore from their dependence on the University of Madras, though admittedly real and numerous, were largely balanced by the advantage of the association with a University of such established reputation, and that, till the University of Madras, for some imaginable reason, decided not to serve the State, the question should not arise. At the same time, they admitted that, *if* and *when* such a contingency became imminent, there would be a *real* necessity for the State to start a University of its own, and that it would be better to devote the resources of the State to the extension of several branches of education than upon a University, till such an improbable happening.

16. While the previous Committee's recommendations were under the consideration of the Government the monumental Report of the Calcutta University Commission was published. Immediately it became clear that all future lines of university reform would have to be largely oriented to the recommendations and findings of this expert body. A movement began in the University of Madras, as in the other provincial Universities, for voluntary reform in the light of the findings of the Commission. The Travancore Government accordingly resolved that the question of a local University for the

State might lie over till they were in a position to know what changes were likely to take place in the University of Madras, with which institutions had been so long connected and how they would operate both immediately and in the future on higher education within the State.

17. The process of reform in the University of Madras was initiated by a resolution of the Senate adopted on 25th October 1919. By it a strong Committee was formed. This Committee, after a year of active deliberation, presented a full Report early in 1921. The Senate took it up for consideration in March, 1921, and formulated its conclusions in a series of important resolutions. Among the resolutions so adopted those which are relevant to mofussil colleges, situated like those of Travancore, were the following:

Resolution 13—"That by a system of co-operation between the colleges and the University, the teaching resources which exist in the city of Madras be organised in such a way as to create a real teaching University."

Resolution 15—"That the affiliating functions of the University (in regard to mofussil colleges) be regarded as subsidiary and as more or less of a temporary order, and that a mode of organisation be adopted for the mofussil colleges, which will encourage the gradual rise of new university centres by the concentration of resources for higher teaching and research at a few points."

Resolution 16—"That if and when the Indian Universities Act is, for any reason, taken up for revision, the opportunity be taken to redraft the conclusions relating to affiliation and disaffiliation in more general terms, and particularly so as to allow affiliation for a probationary period."

18. The revision proposed by the Senate amounted in substance to nothing more than an improvement in the central organisation of the University, an enlargement of the aims of the University so as to make direct teaching one of its recognised functions and the promotion of research an equally important duty, and the expression of a desire for such structural alterations in the University as would create firstly a teaching University at Madras and afterwards similar

university centres at selected stations. From the standpoint of the State the improvements that would have been available had the resolutions of the Senate been brought into effect, would have been first its association with a University of a more efficient type than any University constituted by the Act of 1904, and secondly, the probability of its capital, Trivandrum, being a university centre in which some of the higher teaching work comparable to that at Madras would be allowed to be carried. The meagre instalment of improvement indicated by these proposals naturally failed to satisfy those who desired a new University for the State. Their position was strengthened by the comparatively feeble nature of the changes outlined. Meanwhile, the question was carried a stage further by the acceptance by the Senate of the following resolution moved by Mr. C. Ramalinga Reddy, M. A., recommending the formation of an Andhra University and the creation of similar Universities when the time became ripe:

"That the Senate is of opinion that the time has come when the increasing demand for liberal education in this Presidency should be met by the establishment of more Universities and by the redistribution of the territorial area of the existing University so as to provide, as far as possible, at least one University for each principal linguistic area within the Presidency, and that the establishment of a University for the Andhras should be taken in hand without further delay."

19. The advent of the new constitution for the Madras Presidency, involving the appointment of a responsible Ministry of Education, thus synchronised with a desire for such reforms to be inaugurated in the University of Madras as would demonstrate the anxiety of those newly placed in power to advance the cause of higher education in the presidency. Without loss of time the question of reform was taken up. A Bill was drafted by the Hon'ble Sir A. P. Patro, the Minister of Education, and, after submission to the Syndicate and the Senate of the University of Madras, it was placed before the Legislative Council on 14th November 1922. The claims made for the proposed legislation as stated by the Hon'ble the Minister, on the occasion, were as follows:

"The main principles underlying the Bill are that the colleges in Madras should be constituent parts of the academic body, the University, and that Madras should possess a teaching University with power to regulate higher education and with the means of becoming a city of learning. It is proposed that the existing University should be reorganised and that, while continuing all its present functions as an examining body for the external students in the Presidency of Madras, it should also establish closer relations with the colleges in Madras, giving to the authorities of these institutions a larger share in the government of the University and seek in other ways to co-ordinate and control the higher education in Madras."

20. This frank statement of a desire to concentrate the resources of the University at Madras and to create a synthesis involving a difference in level between the 'constituent' colleges at Madras and the affiliated mofussil colleges naturally alarmed the latter. Within the State, the pronouncement, coupled with the provisions of the Bill for making this express or virtual discrimination, was taken as tantamount to a notice to quit issued to its colleges. It is hardly necessary to detail the subsequent history of this legislation. The Senate had considered the provisions of the proposed Bill in a special meeting held on the 11th August 1922. The attitude of that body, or at least of the mofussil element in it, was indicated by the success of a resolution recommending the establishment of a teaching and residential University at Madras with constituent colleges within the limit of that University *only* "as soon as arrangements have been made for the *simultaneous* establishment of similar teaching and residential Universities at other educational centres within the sphere of the University of Madras as constituted prior to the commencement of this Act." This resolution was almost a direct challenge to the main principle of the Bill, since it definitely placed the claims for mofussil towns to have teaching Universities on a level with that of Madras. The opposition of the Senate was infructuous. After important modifications in points of detail, the University Bill was passed by the Legislative Council of Madras and took its place in the Statute Book as Act VIII of 1923. The discussions on the Bill in the legislature gave the occasion for valuable statements regarding University ideals and construction, with special reference

to the positions and claims of existing institutions and regions in South India. When these discussions were going on, a large and representative Committee was appointed by the Government of Madras under the chairmanship of Dewan Bahadur Sir R. Venkataratnam Naidu by G. O. No. 1557 (Law, Education), dated 25th October, 1921, concurrently with the Committee appointed by the Senate, to go into the question of the reorganisation of higher education in the presidency in the light of the recommendations of the Calcutta University Commission. It continued its work and presented a valuable report which was published with G. O. No. 239, dated 14th February 1923. The opportunity to approach the questions referred to us in the light of all these documents has been of great value.

21. In Travancore, the rapidity with which the University Bill was taken through the Madras Legislative Council and the omission to take note of the interests of the institutions in the State were not viewed with equanimity. It was felt that, while certain interests in the presidency were consulted, including even the managements of small private colleges, the Government of Travancore, who had maintained such a long and cordial association with the University, were practically ignored in the conferences which preceded the introduction of the Bill. The Government of Travancore placed before the Government of Madras, their views on some of the features of the Bill as they seemed to affect education within the State in order that the State might not be adversely affected by the proposals being passed as they stood. Among the points made out by them may be mentioned the unfairness of the diversion of funds accumulated by the co-operation of the institutions of a whole University to the benefit of a single centre, the well-founded fear that the institutions in Travancore would be reduced to a position of distinct inferiority as compared to the colleges of Madras, to the inadequacy of the assurance offered against such a contingency, the practical ineffectiveness of the provisions in the Bill for the development of future Universities, the absence of adequate representation of mofussil colleges in the university bodies and to the weakness of the bodies themselves which would make them unable to safeguard existing interests.

22. The question was taken in the Legislative Council in Travancore, by a resolution moved by one of our members (Mr. T. K. Velu Pillai) for the establishment of a teaching and residential University in Travancore. The discussions on this resolution, which took place on the 22nd and 23rd November, 1922, showed that the Council's attitude was one of sympathy towards the idea. The resolution called on the Government to recognise the *immediate* necessity for establishing a teaching and residential University in Travancore and requested them to take prompt action to fulfil that object. The resolution was withdrawn by the consent of the Council on an assurance given by the Director of Public Instruction, on behalf of the Government, that a Committee would be appointed to examine and report on the question. It is in accordance with this promise that our Committee was constituted.

CHAPTER V

Need for a University

The terms of our reference do not require us to formulate our opinion on the need for a separate University for the State, either by itself or in association with the adjoining areas in one or other of the ways outlined in paragraph 15 of the Order constituting our Committee. Nevertheless, in the course of our deliberations, the point was pressed on our attention that, as a logical issue, the question should be faced at the very outset, and that the Committee should re-consider and re-affirm, if needed, the verdict of the previous Committee in favour of a separate University for the State.

2. The matter was exhaustively discussed in the Legislative Council on the 23rd November, 1922, on the occasion of the motion of Mr. T. K. Velu Pillai for the *immediate* establishment of a teaching and residential University in Travancore. The question of the desirability of the development of local Universities within the area now commanded by the University of Madras came also within the range of the debate in the Legislative Council at Madras over the Madras University Bill. Our attention has been invited by the Government to these discussions. Much valuable light has also been derived from the debates in the last few months in other provincial legislatures on the occasion of the introduction of the University Bills such as that of the Central Provinces. In its general and particular aspects the question has arrested much attention. It is thus easier now to concentrate the conclusions in regard to it than it was perhaps possible five years ago, when the last Committee reported.

3. The last Committee discussed the matter at great length. This was natural in view of the specific obligation imposed upon them to decide it as a fundamental issue. In their brief Report, they recommended the establishment of a University in Travancore and justified the proposal on three grounds, *viz.*, "the number of students of a University standard, the variety of work of a University character, and the present conditions of education generally in the land. The last Committee had apparently other grounds of justification also for their finding. The Dissenting Memorandum appended to the

Report by Dewan Bahadur A. Govinda Pillai, Rao Bahadur A. M. Muthunayagam Pillai and Messrs. E. J. John and John Kuriyan, for instance, deals with some other arguments in favour of a new University in the State which had apparently been considered by the Committee, though their final recommendation did not make specific mention of them. Among such arguments the chief are based on the disabilities which the students and teachers in Travancore, and collegiate institutions generally within the State had been subjected to, on account of their connection with a University located about 600 miles away, and of the type of that University, *i. e.*, as a purely examining and degree-awarding body. The difficulties of mofussil colleges and students are fairly obvious to any one connected with their work. It was very properly admitted, in the course of the discussion in the last Committee, that several of these difficulties arose from the nature of the University of Madras and from geographical causes, and that they were not in any sensible measure due to the policy of the University or to a desire on its part to discriminate in favour of metropolitan as against mofussil institutions. The question of intention having been moved out of the range of discussion, it was possible for the last Committee to explore exhaustively and with detachment the disadvantages and the benefits of the connection between the colleges in Travancore and the University of Madras. The impossibility of teachers, whose work lay so far away from the university centre, keeping fully in touch with the work of the University, particularly on its administrative side was stressed. The lack of opportunity to the students and the staff of Travancore colleges to derive any benefit from the university library and from the lectures delivered by the permanent university teaching staff or by such university lecturers as taught only at Madras was emphasized. The feeble representation of the Travancore colleges in the governing bodies of the University was considered. Detailed reference was made to the various features of the old University of Madras, which must be regarded as due to the defective aims and ideals. The suggestion was made that, if a new University was formed for the State, there would be scope for avoiding such defects. A distinction was made in the discussion between the 'necessity' for the starting of a Travancore University, and its

'desirability.' The decision of the last Committee that, in their opinion, the formation of a University of the type that they recommended for the State was both *desirable* and *necessary* is thus of special significance.

4. In the course of the debate in the local Legislative Council on the 23rd November, 1922, the ground was covered more extensively, and the opportunity was taken to examine some of the objections marshalled in the Dissenting Memorandum appended to the Report of the last Committee, against the formation of a University in Travancore. During the interval between the submission of the Report of 1919 and the discussion in the Legislative Council three years later, important changes had taken place, both in Madras and in Travancore. These naturally received due appraisement in the discussion. The principal grounds of the objection to a University for the State in 1917-19 were the inutility of another University giving facilities for higher education of a purely literary type and for the training of recruits to the public service and to the Bar, the apprehended costliness of the scheme, a fear that the formation of a University for the State would deprive its subjects of the occasions for beneficial association with men and things outside Travancore, the feeling that there is not sufficient material within the State to justify the hope that the University would have self-government, *i. e.*, be administered without the importation of a large foreign agency, with the result that, even after its creation, higher education in Travancore would be hardly free from external control of a different sort. It was also urged that there was no evidence of any real or genuine public demand within the State for a University, to judge from expressions of opinion in the Press or on the platform. It was admitted that there was a persistent demand, at successive sessions of the Sri Mulam Popular Assembly, in the Legislative Council, and in the newspapers, for the provision of more colleges in order to meet the demand for higher education, and that Committees had been appointed to consider these matters. But it was argued that this was hardly the equivalent to a demand for the creation of a new University. It was also held that the reform of defects in the existing system of education in the State,

in various directions, such as in the further extension for the spread of primary and secondary education, the introduction of facilities for Manual Training, the economic management of educational finances, the provision of adequate facilities for higher education by the opening of fresh colleges which would restrict the migration of students from the State to the Madras Presidency, should precede the formation of a new University. Confident hopes were expressed that the Madras connection would be lasting, and would suffice for all the legitimate needs of higher education of the people of the State for many years to come.

5. The objections to the formation of a University detailed above are substantially repeated in such remarks against the institution of a University on the West Coast at the present time as have been made since our Committee was constituted. An explicit question on the need for a University in Travancore was not included in the Questionnaire which we submitted to our witnesses and for public opinion. But a considerable number of those who favoured us with their opinion have answered it either directly or by implication. It is noteworthy that the bulk of our witnesses would approve of the institution of a new University in the Kerala tract.

6. Differences of opinion indeed exist in regard to the type of the University, the area which it should serve, the location of its headquarters, the Faculties to be provided, the aims and ideals to be kept in view, and other matters included in our reference. But on the fundamental question, as to whether there should be a separate University for the State, either by itself or in conjunction with neighbouring areas, there has been practical unanimity.

7. Among the entire body of our evidence, as well as from the collection of press-cuttings made by the Convener, it has been possible to find only eight out of about 180 expressions of opinion, adverse to the idea. Five of them are from the State, one from Cochin and one from Palghat. The only newspaper opinion brought to our notice, which is definitely on the same side was in a leading article dated the 21st July, 1923, is an English newspaper published in Mysore. This paper objects to the immediate formation of a University for the

State on two grounds, *viz.*, the absence of a sufficient number of Faculties in the existing colleges in Travancore and on the West Coast and the necessity for stopping the annual exodus of students from Travancore before any scheme of university establishment is taken up. The opinions of the seven other witnesses are based on one or other of the following grounds : the preferential claim of industry and trade on the resources of the state in comparison with those of university education; 'in education, the urgent need is the advancement of instruction in technology and applied science rather than in subjects of literary or purely scientific character, or in professional studies qualifying for the public service'; the resources of Travancore would not be sufficient to support a well-equipped University; and closer association with the University of Madras and all the benefits of Universities might be obtained by founding a Travancore college within the ten miles radius prescribed by Section 2 (*e*) of the Madras University Act, rather than by the costlier scheme of founding a new University. A witness stressed the old argument that the primary duty of the Government is to advance elementary and secondary education and not university education, and wished to give preference to the development of means of communication within the backward areas of the State over the establishment of a University.

8. Some of these objections have been answered by the course of events in the last quinquennium. Others have also been explicitly rebutted in the debate already referred to in the local Council on the resolution for the establishment of a University. The public opinion in favour of a University, which was alleged in 1919 as wanting, is apparently very much in evidence now, if it is to be gathered from the newspapers both within the State and outside, from articles in professional journals, and from the answers of our correspondents. It was stated in the course of the chief Dissenting Memorandum appended to the former Committee's Report that its signatories took pains to consult the views of leading men in Travancore 'who, by reason of their position and education, were entitled to speak with some measure of authority on the question,' and that 'there was a considerable volume of opinion adverse to the

creation of a local University.' Unless the representative character of the various agencies alluded to above is to be denied, it must be admitted that the evidence now is just the other way. On the last occasion the findings on the question were obscured by the necessity to which those who objected to a University restricted to Travancore were put, of giving an answer in the direct negative to a scheme for the institution of a new University, if their objection was only to a University restricted to the State. Some of the objections now brought up are similarly based on an assumption of a particular type of University as that most likely to be provided. In some other objections there is the underlying implication that there is a necessary conflict between the interests of elementary and higher education, and that it is impossible to advance the interests of the latter without at the same time depressing those of the former. Such a position may be tenable if it could be assumed that the State's resources were barely sufficient for only one of the two, and if it could be laid down that the advancement of education in the lower stages of education will only be practicable without provision for progress in the higher. We shall deal with this question by itself.

9. The contention that the development of the resources of the State, for which a large outlay is required, should be the first item of expenditure before any large scheme for higher education be inaugurated implies that the development of industrial and educational progress may be antagonistic and work in opposite directions. Higher education is, however, a source of help and aid to industries since it helps to conserve the brain power of a nation and direct it in the development of economic resources. The magnificent contributions paid by business men, for the maintenance and improvement of the new Universities in the industrial areas of England evidence the appreciation by industrial magnates of a university's service to industry and trade as well as to research and discovery, and they would show that industrial advance and university education might proceed with equal pace.

10. One of the familiar means suggested (*e. g.* by Pandit Madan Mohan Malaviyya in his Dissenting Minute to the Industrial Commission's Report) "for the development of industries is the

improvement of the teaching of science and technology in existing Universities and other collegiate institutions (*a*) by strengthening their staff and equipment, and (*b*) by awarding a sufficiently large number of scholarships to encourage the study of science and technology in our schools, our colleges and our Universities."

11. The Indian Industrial Commission of 1916-18 took the same line. Their Report states:

"It is *urgently* necessary to prepare for a higher technological training which will provide the means whereby the physical science students of the colleges affiliated to the Universities may learn to apply their knowledge to industrial uses. The simplest way of meeting this demand would be to expand the Engineering Colleges into Technological institutes by the creation of new departments. At present they are chiefly occupied with the training of Civil Engineers. We have just recommended that they should make provision for the higher technical instruction of mechanical and electrical engineers, and we anticipate that industrial expansion will justify the starting of departments of general technological chemistry, which, in each college and teaching University, will specialise to the extent necessary to meet at any rate the more prominent local needs. We regard it that public opinion will demand that these colleges shall be connected with the local Universities and that the students shall be able to obtain University degrees. To this we think no serious objection can be raised, provided that the terms of association leave the colleges free to frame their own courses of study, reserving to the Senates of the Universities the right to prescribe subjects which shall be selected as qualifying a student to enter a University degree."

12. The same position was taken by the Committee on Technological and Industrial Education appointed by the Government of Bombay in 1921-22 under the presidency of Sir M. Visvesvaraya. Their Majority Report affirms:

"Every one conversant with the conditions in which Indian ndustries are now conducted is aware of the lack of competent Indians to conduct them. It is necessary to provide facilities for the training of Indians who can superintend, direct and manage industrial undertakings. The men required for these duties are now, with few

exceptions, imported from abroad, and the high salaries that have to be paid to them are a serious consideration for new enterprises. These conditions seriously retard the development of Indian industries. The ultimate remedy is not to be found in sending students abroad to obtain their training in foreign countries; this could not provide a sufficient number of highly trained men, and such an education is very expensive. The present congestion in British and other foreign Universities has also incerased the difficulty of securing the admission of Indians to them. The remedy must be applied in this country and the men must be trained here. We are satisfied, therefore, that there is need of promoting higher technological education in this Presidency." *

The Minority Report, after surveying existing facilities for higher technological education in the presidency of Bombay, came to the following conclusions:

"We accordingly recommend the institution of a Faculty of Technology in the University of Bombay and the establishment of a new College of Technology in the City of Bombay affiliated thereto."†

13. The justification for a University can be based on broader grounds. For example, it can be argued as follows (the words are Dr. Alfred Marshall's):

"Good education.........stimulates his (workman's) mental activity, fosters in him a habit of wise inquisitiveness; it makes him more intelligent, more ready, more trustworthy in his ordinary work; it raises the tone of his life in working hours and out of working hours. It is thus an important means towards the production of material wealth; at the same time that, regarded as an end in itself, it is inferior to none of those which the production of material wealth can be made to subserve."

The benefit of higher education to the community is thus described by Dr. Marshall:

"For, by this means, many who would have died unknown are enabled to get a start needed for bringing out their latent abilities, and the economic value of one great industrial genius is sufficient to cover the expense of education of a whole town. For one new idea such as Bessemer's chief inventions did as much to enhance productive power as the labour of a hundred thousand men. Less direct but not less in importance is the aid given to production by medical discoveries such

---

* *Vide* Report p. 20. † *Ibid.* p. 100.
Vide "Principles of Economics," p. 211.

as those of Jenner or Pasteur which increase our health and working power; and again by scientific work, such as that of Mathematics or Biology, even though many generations may pass away before it bears visible fruit in greater material well-being. All that is spent during many years in opening the means of higher education to the mass would be well paid for if it called out one more Newton or Darwin or Shakespeare or Beethoven."*

14. It is hardly necessary to cite further authorities. They exist in abundance. The Government of Travancore have not been backward in advancing their material resources. A Department of Industries has been created, and an Economic Development Board has been constituted to advise the Government on the best way of working the natural resources to the best advantage of the State. Large expenses are being incurred annually upon the promotion of agricultural improvements, forest conservancy, the development of commerce and industry and the improvement of the means of communication. Experts have been entertained in the State's service for directing special industries. Large schemes for development are in consideration, such as the Kallar Hydro-Electric Scheme and the Cochin Harbour Scheme.

15. The apprehension of the costliness of the scheme to which reference was made was based upon the estimate for building an entire University *de novo* on a large and extensive site at Aruvikkara, some miles from Trivandrum. The estimate itself was prepared, on his own initiative, by the secretary of the last Committee, Mr. K. Venkatesvara Aiyar, and no opportunity was given to that Committee to consider it. Institutions for higher education are admitted to be costly. The question of cost is however not relevant unless there is an option to do without higher education. As against this objection, it has been argued that the formation of a new University in Kerala will bring to it the fees now paid by candidates from this area to the University of Madras; and that, by reduction of unnecessary duplication in staff and equipment, the new University might be able to effect substantial economies. To these aspects we shall advert in a later part of our Report.

* *Vide* "Principles of Economics," p. 216.

16. The question of isolation of the new University assumes the persistence of existing obstacles which emphasize distance and probibit free intercourse. The objection might lie equally against every new Indian University. The Calcutta University Commission apparently had this possible risk in view when they suggested that certain powers of standardisation, sanction, inquest and inquiry should be retained in the hands of the Government of India, and that that body should possess, not only the power of granting charters to new Universities, but it should be under an obligation to provide a common academic standard in titles, degrees, examinations, courses of study and the provision of facilities for regular inter-university intercourse. The fruits of these recommendations have already become visible in the meeting of the first Universities Conference at Simla in May 1924.

17. Another objection has been that the question of starting the University should be preceded by the provision of sufficient accommodation for all Travancore students eligible for admission to such institutions. We are glad to note that the difficulty of accommodation in the existing colleges in Travancore, especially in Trivandrum, has been reduced by the division of H. H. the Maharaja's College into two distinct colleges, one teaching Science and the other Arts, and providing each with adequate scope for expansion. The entire accommodation available in the Maharaja's College has recently been set apart exclusively for the Science students. The new three-storeyed building near the Training College has been reserved for an Arts College. It has been stated that, by this arrangement, provision for about 800 more students will be found in the capital, especially if more laboratory accommodation is provided in the College of Science. If it be decided that the Intermediate examination should qualify for admission to the University, the provision now made might suffice for all Travancore students for some years to come. The objection of insufficient accommodation has lost its force since the issue of the Government Order R. O. C. No. 395 of 23/Leg. E., dated the 9th May, 1924, making suitable provision for diminishing the annual exodus of students from Travancore.

18. In the Dissenting Memorandum to the last Committee's Report, to which we have already referred, it was said that, should the time come when the University of Madras does not desire to retain its present connection with our colleges, there would arise a valid ground for desiring to build a University for Travancore. It is not maintainable, though it has been argued that it is, that the University of Madras has in express terms given the colleges in the State "a notice to quit." But admittedly that body has grown to an unwieldy size. This fact has been admitted by the authorities of the University of Madras. The present Vice-Chancellor of the University of Madras, Dr. Macphail, said so during the debate in the Madras Legislative Council in 1922. "The work is becoming too large for one body to overtake," he affirmed, "it is becoming too large in connection with the conduct of examinations. We know the feeling there was with regard to the Matriculation examination which led to its being swept away. The Intermediate examination has become equally unwieldy and, therefore, the sooner we make a beginning of having a local University of the type that I have described, the better for the education of Southern India." Sir P. S. Sivaswami Aiyar, K. C. S. I., C. I. E., a former Vice-Chancellor of the same University, in an address delivered before the University of Mysore on 24th October, 1923, made a similar statement:

"I had long entertained the conviction that a single University for the whole of the area comprised within the jurisdiction of the Madras University was too unwieldy for the purposes of the examining type and too inadequate for the purpose of the teaching type. Judging with reference to the area of Southern India, the strength of its population and the languages spoken by it, and considering the provision for university education in western countries, there could be no question as to the desirability, nay, the necessity of having several Universities in place of one..................................The example of Mysore and the policy of the new Madras University Act have set the Travancore Government seriously thinking of the formation of a University to subserve the needs of the Kerala region. There is reason to hope that the University of Travancore may also come into existence in the near future."

It may therefore be said that responsible opinion in the University of Madras has come to recognise the need, in the

interests of its own efficiency, for the formation of actual and potential Universities within its present jurisdiction. The Madras Senate passed, about three years back, (15th October 1921), a resolution urging the creation of separate Universities on a linguistic basis. The resolution ran thus :

"That the Senate is of opinion that the time has come when the increasing demand for liberal education in the Presidency should be met by the establishment of more Universities and by the re-distribution of territorial area of the existing University so as to provide, as far as possible, at least one University for each principal linguistic area within the Presidency; and that the establishment of a University for the Andhras should be taken in hand without further delay."

19. Again, the same body had resolved on the 5th March, 1921, that the affiliating power of the University should be regarded as of a temporary and subsidiary character, and had urged a mode of organisation which would allow of the formation of centres which would be potential local Universities.

20. The preamble to the Madras University Act itself has recognised the same position, since it says :

"It is desirable, by the concentration and co-ordination of resources for higher teaching and research at suitable centres outside the limits of the University, to prepare for the institution of new Universities."

21. Section 51 of the Act is in favour of creating new Universities at suitable centres, for it runs thus :

"That the Senate shall, at the end of five years, from the passing of this Act, submit a report to the local Government on the condition of affiliated colleges and on the desirability or otherwise of establishing other Universities outside the limits of the University. The local Government shall lay the report before the Legislative Council and shall take such action on it as it deems fit."

22. The speech of the Hon'ble the Minister of Education in introducing the Bill was also sympathetic to the starting of new Universities. He said : "Mysore separated herself from the Madras University, and Travancore may soon have its own University. Andhra is seeking to have its own University. Thus the process of division and decentralisation has already begun." He continued

that "the University of Madras as constituted will be only a beginning and you will realise that it is wise to begin at a place where materials are ready and available for making a beginning for the gradual evolution of a teaching University," and "by concentration and co-ordination of resources over higher teaching and research at suitable centres, other Universities will be established. The Andhra University Committee submitted their Report which is under the consideration of the Government." Further on, he said that "the funds contributed to the University are placed on a statutory basis and an obligation is created for subsidising University expansion."

In seconding the motion for the introduction of the Bill, the Rev. Principal W. Meston said:

"The Bill makes it possible for mofussil colleges to remain as they do at present under the guidance of their *alma mater*, and when the time comes, as it were, to set up house for themselves and group themselves into local Universities."

He advocated the reorganisation of the University of Madras on the ground that it would stimulate local centres to higher university activities and lead to the establishment of separate Universities in suitable places, for he said: "The University of Madras will be before these local Universities, either as a pattern or as a warning; and, more than that, it will act in the most forcible manner as a lever for their own advance. I have before this time said to the Hon'ble Minister that, as soon as the University at Madras is established, he will not have a moment's rest till the local Universities are fully established. The present measure then provides the only practical way in which a series of strong Universities can be set up in this presidency and at a minimum of expenditure."

23. We cannot therefore accept the argument that our present connection with the University of Madras may be regarded as sufficient and as of a lasting character. It is admitted that a limit is imposed in the interests of efficiency by the size of a University no less than by the size of a college. The point is now so well recognised that we are justified in assuming that the responsible authorities of

the University of Madras would be active sympathisers of a movement which would reduce their responsibilities for higher education in the distant extremities of the province and furnish an assurance of the devolution of their functions and duties on a worthy successor.

24. Nor can it be said that the attitude of the Supreme Government has been unfavourable to the formation of a new University for the area. The policy of the Government of India, since the famous pronouncement of Lord Hardinge in 1913, is to limit the area of jurisdiction of each University so as to improve its efficiency. The attitude of the Calcutta University Commission is somewhat more guarded, though their desire for the creation of new Universities is clear. They would support such schemes, if convincing grounds were shown that there were signs of sufficient culture to afford the necessary atmosphere for the growth of a new University in addition to other justifications for it.

25. The question has been advanced a stage further by the Lytton Committee. In dealing with the question of the provision of higher studies for Indian students in Great Britain and Ireland, this body expressed the opinion that its solution is to be sought in India itself, in the improvement of its existing Universities and in the formation of new Universities. Their printed evidence gives many authoritative pronouncements of the same character. For example, it was stated before this Committee by Sir Charles Mallet :

"It is, I believe, in the development of education in India that the only permanent solution of our problem lies. Hitherto the tradition has been that only men trained in England were qualified for the prizes of their profession—in Indian administration, medicine, law. We have readily encouraged Indian students to come here, fit and unfit, educated or uneducated, and have taught them that a smattering at least of English education was the best recommendation for professional success. Until we frankly abandon that tradition, Indian students will inevitably flock here, and probably, as time goes on, in numbers with which British institutions will refuse to cope. We are at present manufacturing the difficulties we deplore. May it not be well to consider whether this

tradition should not be given up and a new tradition substituted, namely, that India must and can provide an adequate education even for the ablest of her sons? Instead of trying to make good Indians into indifferent Englishmen, to super-impose a superficial English training in a few years at Oxford or a few years in London at the Bar, might it not be possible to develop an Indian type, at least as highly educated and as competent—even for administrative purposes—as any hybrid? Such an undertaking would be slow and difficult and costly; but may it not be that the change has to come? It would mean raising the standards of Indian Universities, and of Indian education generally, to levels never yet attained. It would mean an Indian Bar and Judicature trained, organised and developed on their own lines. It would mean a highly trained Medical Service and opportunities for medical and industrial training far in advance of anything yet attempted. It would not of course mean, for many years at any rate, less intercourse with England or less intellectual stimulus from English sources; quite the reverse. But it would be a natural instead of an unnatural system, and its home would be in India, not here. I do not under-rate the difficulties involved in adopting such a policy fully and frankly. But I submit that it may prove to be the only final remedy for the difficulties we find in the Indian student problem to-day."*

A similar opinion was expressed by Sir Theodore Morison:

"I beg the Committee to realise that no University can absorb more than a limited, and rather small, number of foreign students. A University is a corporate body with traditions and a certain characteristic tone; it has a personality which is distinctive, of which it is proud and which it desires to retain. This personality would be destroyed or distorted by the influx of a large number of strangers, and no University will tolerate this transformation. This is as true of Universities in India as in England. Neither Aligarh nor Benares, the two Indian Universities with the most distinct personality, would consent to be swamped by aliens. Either by official regulations or by unofficial ostracism they would react against the intrusion of strangers who could not participate in their aspirations. The English Universities are beginning to react against the invasion of Indian students because the latter have come to them in numbers greater than they can absorb. A similar thing was beginning to happen in France before the war. The French Universities were reacting against the invasion of Russian

* *Vide* Report, pp. 186-187.

students in spite of the fact that there was, both politically and socially, the greatest friendship between France and Russia. If Indian students flock to one University either in the United Kingdom or America or Germany in numbers greater than that University can comfortably absorb, there will be friction and ill-feeling, and no recommendations which your Committee make can prevent it. The wise course is to limit the number of Indian students in one University and to distribute the total number as evenly as possible over all the Universities of the United Kingdom. The object for which all should work is the improvement of the Indian Universities to such a point that there would be no need to come to England for undergraduate study."*

26. The provincial University in India has no linguistic homogeneity such as a new University for Kerala may have. The argument for the formation of Universities on a linguistic basis was urged by the Hon'ble Sir Narasimheswara Sarma in his speech on the Patna University Bill in the Imperial Legislative Council. He said: "In starting this University, the Government seems to be proceeding upon the time-honoured territorial basis. There are some who think that our educational system should be based on the linguistic basis, that people having a genius of their own, that people of the same language, should have a University of their own." This point has been pressed since, particularly after the recommendations of the Andhra University Committee and the definite recognition by the University of Mysore of its standing for the Kannada population of the Dakhan and South India. The argument was urged in the debate on the University Resolution in the local Council. Since the formation of our Committee, it has re-appeared several times in the Press, both on the West Coast and in Madras, as decisive in favour of a Pan-Kerala University. It has also been put forward by a considerable number of our witnesses.

27. Arguments of a more general kind have been brought forward against the formation of a small University, as for example, by Professor Jadunath Sarkar, of the Ravenshaw College, Cuttack. They might be applied against a new Travancore University. It is said that, in education as in industry, an increase in mass leads to a reduction in the cost of the product, and that a large provincial

* *Vide* Lytton Committee Report, pp. 325-26.

University is cheaper than the small Universities which take its place; that the existing provincial Universities have a tradition and a reputation; that a new University might not have a sufficient educated clientele living within its jurisdiction, to serve as an efficient electorate to its bodies and as an educated public; that the tendency to isolation and to the depreciation of their degrees and diplomas could not be avoided in small Universities and that they would easily succumb to unhealthy local influences, leading to deterioration of ideals and of examination standards. As against these objections, it has been argued that efficiency is not always proportionate to or dependent on size in university work; that possibilities of deterioration, or of the influence of ill-informed public opinion on academic standards are not unknown in the history of even large Universities; that the areas to be comprehended in the proposed scheme are among the most forward in India in the possession of men and women who have achieved university status; that the oldest University in India is still young when compared with the other Universities of the world; that traditions associated with mere examining functions, as in our provincial Universities, are hardly such as to balance the advantages of a fresh start with a wider outlook and loftier university aims; that the multiplication of universities within India might bring with it (as it has done in the recent Universities Conference convened by the Government of India at Simla on the 19th May, 1924) devices for inter-university work, for the systematic co-operation of universities, for a division of labour amongst them and for their combination for common aims, including the formulation of schemes for ensuring a proper equivalence in their examinations, degrees, diplomas and standards and in their recognition by universities outside India.

28. It is significant that even Professor Jadunath Sarkar, who deprecates the foundation of new universities in India, takes up a position which is not hostile to the formation of universities like those proposed. Thus he says:

"Where an old federal university has grown unwieldy in the size of its constituency, it *must* be split up, or where a province (like Burma) is apt to be neglected by reason of its distance from the seat of its old

university, it ought to have a provincial university of its own. Here the gain in efficiency outweighs the expenditure involved in duplication of machinery, but not where Universities are multiplied in the *same* province with a small English-educated population."*

29. We deal in a later part of our Report with the safeguards against the depreciation of the standards of the new University. The question of the largeness or smallness of a university is necessarily dependent upon the standard taken. In the Reports, submitted by Mr. C. Ramalinga Reddy and by Mr. T. Denham to the Government of Mysore, before the formation of the University of Mysore, numerous instances were given of smaller universities than the proposed University of Mysore. It will be seen from the comparison between the material now available for the constitution of a University on the Malabar Coast (whether one restricted to Travancore or embracing the wider area of the whole of the Kerala tract) and the material available in Mysore when its University was formed, that the position of the proposed new University will be stronger than that of Mysore, when it took the decisive step of creating a University of its own.

30. There still remains the old and familiar objection to the formation of universities depending mainly on contribution from the state. This objection is more commonly urged in India than in the West in which it is popularly believed to be a recognised maxim of state policy. Stated crudely, the objection takes this form. It is not right that the funds of the state should be devoted to the formation or maintenance of universities and the multiplication of agencies for higher education, particularly of a purely scientific and humanistic type, and that, in matters educational, the state has no obligation except in the provision of universal elementary education. An objection of this kind was raised by Rao Bahadur M. C. Raja in the Madras Legislature on the occasion of the debate on the Madras University Bill. He characterised the measure as oligarchical in nature on this very ground. This objection was immediately met by Mr. C. Ramalinga Reddy in the following words :

---

* *Vide* "Modern Review," Vol. XXIX, p. 29 *et. seq.*

"I deny that there is any antithesis between higher and lower education. My friend told us that the effect on the depressed classes of a measure of this kind would be deplorable and he said that the true friends that the Adi-Dravidas had were the late Dr. Nair and the present Mr. Patro. The reply to all these criticisms, *viz.*, the way in which the lower education and the depressed classes would be affected, is the same. It is the people who have had the advantages of higher education that are most strenuously advocating to-day the spread of elementary education. If there are any people outside their own ranks who most sincerely sympathise with the aspirations of the depressed classes and are doing their best to help them to advance a stage higher, again these are drawn from the ranks of the highly educated. To think that those who receive higher education are enemies of all elementary education or of the depressed classes is to misread very profoundly the lesson of history. If the late Dr. Nair had not been a doctor of Edinburgh and the Hon'ble the Minister of Education not a B. A. B. L. of the Madras University, I do not think they would have evinced much sympathy for the depressed classes."

31. The Calcutta University Commission, in dealing with the objection, quoted with approval the following words of the late Mr. Justice K. T. Telang who was a member of the Indian Education Commission of 1882 and a Vice-Chancellor of the University of Bombay:

"I hope that the local Governments concerned will not allow themselves to be influenced by the cry that too much is being spent on higher education in India. With that cry, in the form in which it has been raised, I have no sympathy whatever. I unreservedly accept the view that without mass-education the country will never be able to enjoy to the full the fruits which it has a right to expect from the higher education. For that purpose, you must bestow brains, as Mill has it, on those who have only hands. And in my judgment the time has now come when, with that view, mass-education must be pushed onward....On the other hand, I hold an equally strong opinion that, without the higher education, mass-education cannot be of much avail, even if it can be secured. The argument that, for the money spent on giving higher education to one student, you might give primary education to more than one hundred is, to my mind, utterly futile and unworthy even of a moment's consideration. 'We have nearly all of us,' says

Matthew Arnold, 'reached the notion that popular education is the State's duty to deal with. Secondary and superior instruction, many of us still think, should be left to take care of themselves.' After pointing out what has been done in European countries on this matter Matthew Arnold winds up thus: 'In all these countries the idea of a sound civil organisation of modern society has been found to involve the idea of an organisation of secondary and superior instruction by public authority or by the State.'......In my opinion, the whole religious, social, political and industrial advance of the country depends on steady adhesion to that enlightened policy, as regards high education, which has probably been the most generally approved portion of British Indian policy in the past. This opinion is quite consistent with a desire, which I strongly feel, that all private efforts in education, especially the efforts put forward by my own countrymen, should receive a fair field and due encouragement. But in order that such private effort should be forthcoming in any district, high education must as a general rule have been in existence in that district for some time. And therefore I trust that no embarrassment will be felt by the local authorities in consequence of any *a priori* idea of the superiority of private enterprise over State action—an idea which, however well-founded in many respects, is just now, I fear, likely to be set up as a fetish and likely to dominate in regions which, in present circumstances, at all events, lie entirely beyond its sphere."*

32. The argument against large expenditure on university education appears to derive some support from the historical circumstances under which higher education in Great Britain has developed, *viz.*, without the direct intervention and assistance of the state. But even in England this policy has been recently changed. The Universities of Oxford and Cambridge, which had so long stood outside the range of state control and state aid, are now given assistance from public funds, and such help is not now regarded with disapproval even in those circles, within the two Universities, which are most jealous of the independence of these ancient homes of learning.† Just at the time when our last Committee presented their Report, the Royal Commission on the Universities of Oxford and Cambridge was appointed under the chairmanship of Mr. Asquith. This Commission presented a Report

---

* *Vide* Report Vol. I, pp. 93-94.

† *Vide* Dr. Headlam's article in the "Church Quarterly Review" for July 1922.

in March, 1922, a year before the appointment of our Committee. The Report contains an eloquent justification of governmental aid to universities and a lucid statement of the value of universities to a nation. It is hardly necessary for us to do more than refer to some of the chief points made out by the Commission, as they would be applicable *mutatis mutandis* to Indian Universities. They argue that, in a university, the opportunity for students of all classes and subjects to mix on terms of social equality and close intellectual companionship is extremely valuable as a preparation for the democratic life of their later years. The frank and friendly relation with teachers, who devote so great a part of their time to personal instruction, is another valuable element in student life. The associations of a university create an atmosphere favourable to disinterested intellectual pursuits. Widespread interests in social questions is the outcome of university training. In every way the services of a university as a preparation for life now-a-days are much greater than at any time of the past. The Commission point out that, in the nineteenth century when Matthew Arnold declared that Britain had the worst educated middle-class in Europe, the rule was for business men to distrust university training, but that an interesting development of the twentieth century had been the birth of a belief in business circles in the value of high academic training.

33.. "The more appreciative attitude of the business community towards the older Universities to-day," they say," is partly due to the recent development of science in their midst, partly to the general stimulus given to the movement for higher education by the foundation of the newer Universities in great industrial centres ... ... But the fundamental reason of the change is the fact, now tested by experience, that the intellectual and moral qualities of the University-trained man often render him peculiarly capable of dealing with big economic and business problems, and with the social and human factors which they involve. This development has in the last few years brought business men into closer touch with the senior Universities, has induced them to send their sons there in increasing numbers, and to look there often for their future assistants and partners."* Continuing, the Commission point out with pride: "The

* *Vide* Asquith Commission Report, p. 44.

success of the 'don' in active professions during the war went far to show how antiquated is the idea that he is not well-fitted to grapple directly with the problems of the larger world. The value of University men in the war was to be found not only in their specialised knowledge but in the adaptability, inventiveness and suppleness of the well-trained brains. Alike in the field, at home and abroad, these qualities were the special gift of the Universities, old and new, to the war strength of the nation, as they are to its peace strength day by day.'* The Commission proceed to criticise the notion that technical education as such is superior to the purely literary or scientific training given in the older Universities: "In considering this new relation between science and national development it must be borne in mind that technical education does not suffice. In order to get the greatest scientific results, even of a practical character, investigations carried on with merely technical objects and in a merely utilitarian and commercial spirit will not achieve the highest results. The disinterested pursuit of scientific investigation affords the surest means by which the nation can ultimately command the resources of nature." † The point urged by the Commission is now an easy commonplace of economists and teachers.§

---

* *Vide* Asquith Commission Report, pp. 47-48. † *Ibid.*, p. 45.

§ The late Sir Walter Raleigh, Professor of English Literature, Oxford, in an address delivered at the University College, Aberystwyth in Wales, condemned the method of testing the value of knowledge by its immediate utility. He said :

"The standard of utility is a false and mischievous standard, invented by shortsighted greed, and certain, if it is accepted, to paralyse and kill the University that accepts it. It cultivates the branches for profit and neglects the root. You cannot apply the test of utility to knowledge that is living and growing. The use of knowledge is often the application to practical ends of knowledge that has ceased to grow. It is the timber, not the growing tree, which serves for ships. Some of the conclusions of scientific study can be utilised, but who shall say which of them ? How can we be free to ask questions of the world if we are told that we must ask no question the answer to which is not certain to be immediately profitable to us ? We ask the question because we do not know the answer. The answer, if we are so fortunate as to find it, may be disconcerting and strange.

34. The theoretical justification for general education in all its grades from the lowest to the highest, as a necessity of social life

"Then we must ask more questions..The truth is that there is no considerable kind of human activity, involving a wide range and diversity of material, which is not a fit subject for university study. The chief danger comes to technical schools when they are divorced from those wider and freer forms of intellectual inquiry which are the sacred charge of a University. Then they live as annuitants upon accumulated capital, applying old discoveries, without criticism, without curiosity and, therefore, without intelligence.

"If you rule out certain investigations because no one at present can define any possible utility for them, see the danger that you run. How would the great discoverers of old have fared? How could any one from the behaviour of loadstone predict the mariner's compass? How would Harvey have justified his study of the flow of the blood? Or that curious property of amber which, when it is rubbed, attracts small particles to itself, this surely might seem to be an amusement for a vacant mind, a scientific toy. But the toys of yesterday are the engines of to-day; and the force in the amber drives trains and links continents, and makes human speech audible at the distance of the earth's diameter."

"*The Meaning of a University*," pp. 11-13.

"Technical education" urges Dr. Alfred Marshall, "is out-growing its mistakes; and is aiming firstly, at giving a general command over the use of eyes and fingers (though there are signs that this work is being taken over by general education to which it properly belongs); and secondly, at imparting artistic skill and knowledge and methods of investigation which are useful in particular occupations but are seldom properly acquired in the course of practical work. It has, however, to be remembered that every advance in the accuracy and versatility of automatic machinery narrows the range of manual work in which command over hand and eye is at a high premium; and that those faculties which are trained by general education in its best forms are ever rising in importance. According to the best English opinion, technical education for the higher ranks of industry should keep the aim of developing the faculties almost as constantly before it as general education does. It should rest on the same basis as a thorough general education, but should go on to work out in detail special branches of knowledge for the benefit of particular trades. Our aim should be to add the scientific training in which the countries of Western Europe are ahead of to that daring and restless energy and those practical instincts which seldom flourish unless the best years of youth are spent in the workshop; recollecting always that whatever a youth learns for himself, by direct experience in well-conducted works, teaches him more and stimulates his mental activity more than if it were taught him by a master in a technical school with model instruments." "*Principles of Economics*," p. 209.

and as a need of society, has also been argued fully, in view of the persistence of this error. It has been pointed out, for instance, in their "Social Purpose" by Professor W. J. Hetherington and Professor T. H. Muirhead that *some* kind of education is the condition of the maintenance of not merely the bare physical existence, but equally so of the immaterial conditions under which alone civilised life can be sustained :

"Civilisation and common progress in the arts of life are possible only in communities which are both ordered and free; and no community can have that quality unless there is a widespread appreciation of the ends and methods of government and social life.......For good or evil, we are irrevocably committed to a freedom which is, in principle, universal; and such a freedom is far more difficult to maintain than the old. It is still, as we shall see, insecure: and the only warrant of its security is that men should learn the ends for which their freedom should be used. We can put the matter in the simplest way if we think, not of the ends for which freedom exists, but merely of the instrument of freedom. That instrument is government; and democratic government at least demands an educated people. For government of any sort requires authority; and authority attaches to a decision or decree only when it has some definite authentic will behind it. Plainly it is easier to secure singleness of aim and action with few rulers than with many. Hence a democratic community is sometimes apt to be hesitating in counsel or a prey to the danger of inner dissension. Its safety in such a condition lies only in an educated community. Men may be reluctant to be persuaded of a truth; but it is the only thing of which, in the long run, they will be persuaded, or on which they will agree. Unanimity, therefore,—or that measure of harmony of mind and will,—which makes possible effective common action depends upon the wide diffusion of a sense of truth and of the candour which will abide by the truth. It is a product of education, and of nothing else. Democracy will stand or fall, will become more of a living reality or more of a formal sham, by its success or failure in the training of educated citizens.......................

"Education is the citizen's passport to a useful share in the work of the community, and to an intelligent part in its direction; but it is equally his passport to those extra-political activities which are the crown of free citizen life. The enjoyment of all the finer creations of the human spirit is the prerogative of the educated mind." *

* *Ibid.*, pp. 208-209.

35. The same point has been pressed by Dr. Masterman in the illuminating chapter on Democracy and Adult Education contributed by him to a volume of Cambridge Essays on Adult Education (1920). Speaking of Great Britain, he says:

"Voluntary organisations have also an important part to play in supplementing the more formal instruction provided by public authorities. 'Study circles, discussion classes, conferences, courses of lectures and activities of less systematic character are in varying ways valuable means of education. They may be carried on in adult schools, working men's clubs, or trade union branches; they are, in fact, facilities taken to the students in places where they are accustomed to assemble.

"The education of the whole body of citizens in a more intelligent appreciation of their political responsibilities is only one part of the work that needs to be done. Until recently, the governing class in this country was recruited mainly from our Public Schools and Universities. This is no longer the case, and if the connection between political and university life is to be re-established, provision must be made for the training of those who look forward to a career of public service in the sphere of public life. It is not enough to plant institutions like Ruskin College in juxtaposition to the Universities; the men who are preparing themselves for political leadership must be incorporated in the actual life of the University, and share, in such measure as they are willing to do, in its traditions and concerns.........They will have much to give as well as to gain; their presence would help to keep University life in touch with the realities of the larger world; and they would, in many cases, be quick to respond to whatever is helpful and inspiring in the atmosphere of University life.

"In considering the problem of adult education, attention is naturally directed in the first instance to the needs of the class that constitutes the great majority of the citizens of this country. But education would fail in its most important purpose if it fostered the development of class-consciousness. The idea that education is a process finished in youth or early manhood is not confined to any class in the community; and the kind of adult education that is needed as a stimulus to good citizenship has no distinctively class character. The particular subject that men and women are studying matters less than the fact that they

are keeping their minds in healthy exercise, and developing the fellowship that grows out of common intellectual interests. One of the strongest arguments for leaving the task of providing opportunities for adult education to the Universities is that under their aegis men and women who differ in their social, industrial and religious status can meet on equal terms. Many adults of the upper and middle classes are content to live on their intellectual capital, and unless they can be induced to recognise that the man who has ceased to learn has ceased to live, they may lose the influence that legitimately belongs to them in the political life of the nation."*

36. The truths contained in this passage are clearly applicable to the conditions of our areas. With the broadening of the basis of the government, and the opening of the avenues to public employment and to political service to the members of the poorer classes, to communities hitherto backward, and to women, and to the recognition of the principle of communalism as a modifying factor in representative institutions, the provision of adequate opportunities for the members of these communities to acquire the highest education becomes patent. It has been wisely pointed out "that the development of exaggerated class-consciousness constitutes a menace to democracy." Evidence of such communal or class-consciousness leading to rivalry and even to hostility is unhappily not absent in Kerala. The solvent of such feelings is the best education that the members of such classes or communities can be given. Economic considerations preclude the possibility of equal opportunities for education for the rich and the poor where they are to be sought away from the home of the bread-winners. This is a justifying cause in a general way for the institution of regional Universities, with compact territorial limits, in countries getting increasingly liberalised in administration and in political ideals but with a low level of economic prosperity. "The problems which confront society at the present time," says Mr. Albert Mansbridge in words which are equally true of India, "are both complicated and elusive. Their solution demands the finest powers of humanity, strengthened and fortified by sound learning. Such powers cannot

---

* *Vide* pp. 106-108.

be acquired by the people during their limited school training. The problems can only be appreciated and understood by mature minds illumined by advanced education. At all times the mission of a University is to be an intellectual centre, but this mission is specially important in the present age. There are growing up all kinds of institutions and activities which can only be kept strong and clear in their work if they remain in vital contact with Universities as the intellectual repositories of all their experience and knowledge. As a result of this contact, by a process of action and reaction, the Universities and the institutions of the people, whatever they may be, will both become stronger as they realise more fully their true place in the community which, when all is said and done, is not a congeries of divided and unrelated groups, but is one body."*

37. Thus there is ample justification not only for such things as a compulsory and elementary education, but for the state's generous activities in developing every grade of education, including the highest. It is not the purpose of the state merely to develop institutions which fill the professions. "The schools are frequently admonished," say the authors of the work on "Social Purpose," which has already been quoted, "that they fail in their duty if they do not produce capable commercial men, or experts in foreign languages, or scientists, or engineers. And it is quite true that, if the schools fail to produce students who were capable of entering these and other professions, they would fail in their duty. But there is a real *suggestio falsi* in the criticism. For its implication is that the business of the school is to export, as nearly as possible, the finished article in all these activities, to equip its boys and girls to step at once into some position in the industrial world. That implication is thoroughly mischievous. The business of the school is simpler and far more difficult. It is to develop human personality.........Non-vocational education is not yet, and never should be, a thing of the past. For many pupils—those who propose to enter the higher professions—a great part of their professional training will consist simply in the severer study of

* *Vide* "The Older Universities of England," p. 193.

humane subjects. And in the later education of all students, however specialised their technical studies may be, there should be some place for the humanities. Life is always more than occupation."*

38. We do not propose to labour the point further. But a reference must be made to argument of another kind which has been adduced against state universities to-day, *viz.*, the danger of their suffering at the hands of modern democracy. This notion that one not infrequently meets with, *viz.*, that democracies are antagonistic to higher culture and the instruments for securing it, can be easily corrected by an appeal to history. Even a cursory study of it must show the vastness of the debt which culture owes to democracies, ancient, medieval and modern. It is a perception of their practical value in securing this aim that is responsible for the phenomenal growth of Universities in modern times, particularly in centres of intense democratic life and feeling in America, in Australia, in Canada and in industrial England.

39. Later in our Report we refer to the liberal manner in which the state, as well as municipal bodies now-a-days subsidise Universities in Great Britain and Ireland. The statements that are appended to this chapter will convey an idea of the vividness with which this responsibility is realised in modern democracies. This is hardly surprising since it is a function of democracy to level down the barriers perpetuating differences in human levels and to provide equal opportunities for every one to attain as a measure of real human economy, mental and moral, the utmost stature he is capable of reaching. The democratisation of modern universities is not merely a question of the alteration of the forms of university government, or of their curricula or outlook, as it is of cheapening and of increasing their number, so as to place facilities for higher education for the poor on a level with those of the opulent. The Calcutta University Commission realising this duty urge that one of the greatest needs of India is more education, widely spread throughout the whole community, and that the "chief aim of educational institutions of India should be to democratise knowledge."

---

* *Ibid.*, pp. 213-214.

40. The obligation in regard to the university education of women has been indicated in the following illuminating remark of Sir P. S. Sivaswami Aiyar which he made during his Convocation Address at the University of Mysore :

"There is a want of accord between the ideals and beliefs of the educated Indian and those of his womenfolk.........There is no other way to get rid of this double life than by the education of women, not necessarily on identical lines with that for men (except, of course, for those who intend to follow the learned professions), but on lines more appropriate to the sphere of their duties and functions at home and in society."

41. The higher education of women has on this ground to keep pace with the higher education of men, if unequal levels in education between the men and the women in the Indian family are not to contribute to its instability. As a practical issue, as far as the West Coast is concerned, the provision of a new University might be justified on the ground that by it alone can the cause of education of its women and its less well-to-do classes be ensured. Indian parents have made remarkable sacrifices in order to educate their sons. On the West Coast, equally big sacrifices have been made by families for the education of their girls. Such efforts would have been still greater, if the opportunities for obtaining higher education for girls had not been restricted by the need for sending them to colleges situated hundreds of miles away from their homes.

42. It is thus possible to justify a growing wish throughout India for new universities. The number of Universities has more than doubled itself during the short period of seven years between 1916-1923. In 1915, it was only five in number, and this has increased to 15 in the year 1923. In some of the areas comprised in the University of Calcutta, smaller Universities have been started, of the unitary type at Dacca and Rangoon, and of the affiliating type at Patna. The Universities of Lucknow and Nagpur have been formed out of the University of Allahabad. Out of the Punjab University has sprung the University of Delhi. Mysore cut itself away from the Madras University. Active steps are being taken for the formation of separate Universities for Ceylon and for the

Andhra country. A University for Kerala will be in line with this movement. The *Tamil Nadu* would presumably have its University in course of time. There are also proposals for new Universities for Baroda, Central India, Rajputana and Agra. The desire for self-expression through the aid of self-governing Universities on a regional or linguistic basis, suited to local conditions and requirements, may be said to be almost universal to-day, even in provinces or portions of India which are not educationally as developed as Travancore or Kerala.

43. Before concluding this stage of our argument, reference is necessary to the relevant facts disclosed by a comparison of the conditions of education in the area now and at the time when the last Committee submitted their Report, and of the similar difference between the conditions in which Universities have been started in India and the conditions obtaining within the area covered by our reference.

44. In August 1919 the number of students working for *degrees* of the University of Madras in Travancore colleges was 1,225. Four years later, this number had arisen to 2,179. In 1919, 136 students (excluding 55 in the college classes of the Trivandrum Sanskrit College), were reading in them for *diplomas.* This number had risen to 167 in 1923. In 1917–18, only 233 Travancore students were known to be studying outside the State. According to a census made for us, the corresponding number in 1923 was at least 587. In 1923, as many as 188 women students were pursuing their studies for the various degrees within Travancore. In the institutions which are not under the University of Madras, there has also been, as a reference to the general appendix will show, an equally steady progress.

45. When the University of Mysore was founded in 1916, it was claimed on behalf of Mysore that it was ready for a university on the following grounds :

"Mysore has a compact territory of about 30,000 square miles, with a population almost entirely speaking a single language amounting to six millions. The State has highly developed and modern type of

Government. Its Government is democratic in its aims. It has 14 high schools with 5,371 students, two first grade colleges with about 700 students together, and affiliation in these colleges in *one* branch of the Honours course of Madras, and *five* branches of the Pass B. A. course. It has Agricultural schools, a Normal School and a School of Engineering. It has a college for women. Within the areas to be commanded, there are 800 graduates."

46. The percentage of literacy in Mysore and the density of its population were also triumphantly compared with the figures available for Canada and Australia. Reference was also made to the amount annually expended on its colleges by the State, amounting to 1½ lakhs a year, and to the buildings of college and university institutions which were estimated as worth about 13 lakhs.

47. Travancore taken by itself is in a much stronger position, when compared with Mysore in these respects, as our statistical tables show. The percentage of literacy and the density of population are admittedly greater in Travancore than in Mysore. Its area is even more compact, and if the adjacent tracts of Kerala are also brought within the new University, its jurisdiction would extend over about 15,000 square miles and a population of over 8 millions with the highest percentage of literacy in India. Within this area, the total number of complete high schools in 1923 is 107, of which Travancore alone possesses 46 schools with over 10,000 students, in the three highest high school Forms, *i. e.*, more than three times the number which Mysore claimed as a justification for its starting a University in 1917. The number of complete high schools in Cochin and in British Malabar is 31 and 30 respectively. The number of *colleges* affiliated to the University within the tract would alone equal the number of *high schools* in Mysore in 1917. The strength of the Maharaja's College, Trivandrum, in 1923-24(839) was greater than the strength of *all* the colleges in the State of Mysore in 1917. This strength has increased by nearly 400, since the bifurcation of the Maharaja's College. In the variety of its courses, and in the number of subjects in which work of the highest standard, according to the curricula of the Madras University, was being done, Kerala would be in a far stronger position than Mysore, then or even now.

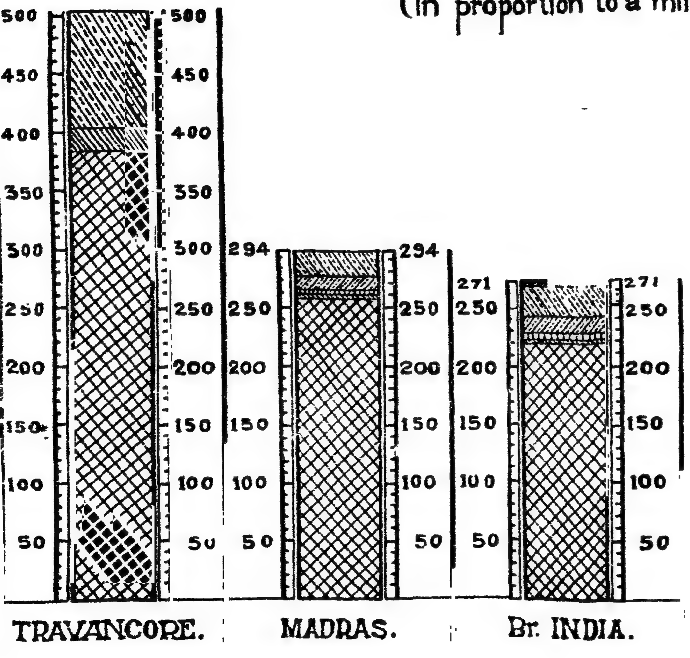
48. The number of graduates in Mysore in 1917 was estimated at about 800, of whom only 23 possessed foreign qualifications; whereas in Travancore alone, last year, there were more than 1,700 graduates, of whom more than 50 possessed foreign qualifications. The estimated value of the collegiate buildings, hostels, etc., in Mysore amounted only to about 13 lakhs of rupees and the recurring annual expenditure on colleges to Rs. 1,67,000. The Travancore Government have spent nearly the same amount in 1098 M. E. upon one of its institutions alone (H. H. the Maharaja's College). The Government expenditure on the four colleges in Trivandrum amounted to over Rs. 2,70,000, *i. e.*, a lakh of rupees more than the expenditure of Mysore in collegiate education in 1917. If the expenditure on other institutions, more or less of a university standard, is also added, the amount spent by Travancore now exceeds four lakhs a year, as evident from the statements showing the receipts and expenditure of institutions of a more or less university standard appended to Chapter IX. The figures do not include the expenditure incurred on account of printing and stationery for the use of the various institutions, nor do they include the expenditure on account of maintenance, additions, modifications, etc., incurred by the P. W. D. authorities on the buildings belonging to them.

49. A comparison of the educational position of Travancore with that of other areas where new Universities have been started might also be made. The figures for the Central Provinces and Berar, for which a separate University has been recently started by the Nagpur University Act of 1923, can be seen from a reference to the figures furnished in the statement appended to this chapter. As regards the Andhra districts, for which a University is promised in the near future, another statement at the end of this chapter gives the relevant educational figures. A comparison with figures of a similar nature for Travancore and Kerala would reveal the decided superiority of these tracts over both the above provinces.

50. In point of linguistic, ethnic and cultural unity, and the possession of common traditions stretching over centuries, Kerala could compare with advantage, as has already been pointed out, with any other part of India.

DIAGRAM SHOWING THE PROGRESS OF UNIVERSITY EDUCATION

(In proportion to a million)



Reference:–



	Br. India.	Madras.	Travancore.
Population.....	247,000,000.	42,794,155.	4,006,062.
Arts and Science..	54,980.	11,077.	1,535.
Education..........	519.	142.	76.
Engineering.......	303.	163.	"
Medicine...........	3,863.	411.	"
Law................	5,895.	860.	403.
Commerce.........	479	"	"
Agriculture.........	326.	"	"
TOTAL..	66,865.	12,653.	2014.
TOTAL Per MILLION....	271.	294.	* 503.

The Students of Ayurvedic & Sanskrit Colleges are not included.

51. The material in students for a new University in Travancore, if one was started with the present Intermediate grade and if it reckoned upon the restriction of the annual migration, would alone be sufficient to bring it at the start to a level which the provincial Universities took about thirty years to reach. These are points which, from a mere statistical basis, might justify the creation of a University whether for Travancore alone or for the whole of Kerala and reinforce the verdict of our predecessors on the feasibility and desirability of a separate University for Travancore.

AREA, POPULATION, LITERACY IN ENGLISH AND GENERAL LITERACY.—1921.

No.	Division.	Area in sq. miles.	Population.		
			Total.	Males.	Females.
1	Ganjam ..	4,798	1,835,562	8,26,644	10.08,918
2	Vizagapattam ..	4,568	2,231,874	10,80,146	11,51,728
3	Godavari ..	2.545	1,470,863	7,18,924	7,51,939
4	Kistna ..	5,907	2,133,314	10,63,186	10,70,128
5	Guntur ..	5,735	1,809,574	9,13,088	8,96.486
6	Nellore ..	7,973	1,385,553	6,97.380	6,88,173
	Total ..	31,526	10,866,740	52,99,368	5,567,372

No.	Division.	General Literacy.			Literacy in English.		
		Total.	Males.	Females.	Total.	Males.	Females.
1	Ganjam ..	1,17,076	1,09,981	7,095	10,372	10,164	208
2	Vizagapattam ..	1,05,716	90,813	14,903	16,554	15,101	1,453
3	Godavari ..	1,10,995	91,415	19,580	15,531	14,485	1,046
4	Kistna ..	1,53,645	1,25,184	28,461	17,105	16,053	1,052
5	Guntur ..	1,25,329	1,07,974	17,355	10,943	10,145	798
6	Nellore ..	76,699	66,060	10,639	7,655	6,832	823
	Total ..	6,89,460	5,91,427	98,033	78,160	72,780	5,380

NUMBER OF SCHOOLS AND COLLEGES IN THE ANDHRA DISTRICTS—1924.

Serial No.	District.	Number of High Schools.	Number of Colleges.	
			I Grade. *	II Grade. †
1	Ganjam ...	9	...	2
2	Vizagapattam ...	13	1	1
3	Kistna ..	19	1	...
4	Guntur ...	13	...	1
5	Nellore ...	8	...	1
6	Godavari ...	16	1	1
	Total ..	78‡	3	6

* The First Grade Colleges are : (1) Maharajah's College, Vizianagaram (Vizagapattam).
(2) Noble College, Masulipatam (Kistna).
(3) Rajahmandry College (Godavari).

† The Second Grade Colleges are: (1) Kallikota College, Berhampore (Ganjam).
(2) The Raja's College, Parlakimedi (Ganjam.)
(3) Mrs. A. V, N. College, Vizagapattam
(4) P. R. College, Cocanada (Godavari).
(5) V. R. College, Nellore (Nellore).
(6) A. E. L. M. College, Guntur (Guntur).

‡ Out of the 78 High Schools, seven are Girls' High Schools.

DISTRIBUTION OF COLLEGE STUDENTS.

Intermediate.		B. A. Pass.	
1st year.	2nd year.	3rd year.	4th year.
702	557	218	198

UNIVERSITY OF NAGPUR.

Central Provinces and Berar, 1921-1922.

Area in square miles	99,623
Population	1,39,12,760
Number of Arts Colleges	4
Number of Professional Colleges	3
Students in Arts Colleges	677
Students in Professional Colleges	294
Number of High Schools for Boys	43
Number of High Schools for Girls	8
Number of candidates presented for Matric or S. S. L. C....	916
Number of candidates presented for the Intermediate ...	199

DISTRIBUTION OF STUDENTS IN ARTS COLLEGES.

Intermediate.		Degree.		Post-graduate.	
1st year.	2nd year.	3rd year.	4th year.	5th year.	6th year.
223	213	87	136	14	4

ESTIMATED INCOME FOR 1920-21.

I. Grouped Institutions.

	Equivalent number of full time students.	Total cost per head.	Income from fees per head.	Parliamentary grants per head.	Local taxation grants per head.	Income from endowments (excluding scholarships) per head.
		£	£	£	£	£
Liverpool ..	2,356	89	29	19	7	11
Manchester ..	1,931	79	32	25	3	15
Birmingham ..	1,827	72	25	24	8	5
Leeds ..	1,651	90	30	27	14	5
Bristol ..	948	90	25	24	14	6
English Group ..	8,713	83	29	24	9	9
University College, London ..	1,956	70	32	21	3	6
King's College, London ..	1,566	62	30	19	5	2
London group ..	3,522	66	31	20	4	4
Edinburgh ..	4,305	47	22	13	3	8
Glasgow ..	3,826	48	22	13	2	7
Aberdeen ..	1,638	55	19	21	4	8
Scottish group ..	9,769	49	21	15	3	8
University College, Aberystwyth ..	1,070	60	16	14	..	..
University College, Cardiff ..	941	59	21	23	..	..
Welsh group ..	2,011	59	19	18	..	..
University College, Dublin ..	1,233	54	16	32	..	..
Queen's University, Belfast ..	1,046	61	18	25	..	12
Irish group ..	2,339	57	17	29	..	..

II. Groups and Aggregate.

	Equivalent number of full time students.	Estimated expenditure. Total.	Estimated expenditure. Per head.	Cost of teachers' salaries per head.	Cost of administration per head.	Income from fees per head.	Parliamentary grants per head.
		£	£	£	£	£	£
English group .	8,713	727,098	83	43	8	29	24
London group .	3,522	233,135	66	35	6	31	20
Scottish group .	9,769	476,584	49	28	4	21	15
Welsh group .	2,011	119,170	59	30	6	19	18
Irish group .	2,339	134,125	57	32	6	17	29
Aggregate .	26,354	1,690,112	64	34	6	25	20

CHAPTER VI

Aims of the Proposed University

Before we approach the question of the type of University that we would favour, and the area which the University should serve, we feel it important that our position should be made clear in regard to the aims which a university should serve. Imperfect or incorrect ideas of such aims have done much to injure the development of universities all the world over. These aims indeed have to be practicable, and have to take account of the actualities which the university will have to face and the impossibility of its breaking away from facts and antecedents.

2. There is no lack of authoritative opinion behind one or other of the aims that a university should serve. A big literature has grown up, with the growth of new universities, justifying or criticising the special features of each of the new foundations. In the historic debate in the Imperial Legislative Council in 1904, and the discussions in the Press which preceded and followed it, as well as in the evidence tendered to the Indian Universities Commission, the ground has been covered exhaustively. The Reports of the Patna University Committee and of the Calcutta University Commission have also traversed the ground.

3. There are four fundamental points on which there is agreement now-a-days in regard to the true functions of a university. The University, it has been said, is "a corporation of learning, which exists for the service of the community," whose main functions are to advance knowledge by teaching, to extend the bounds of knowledge by research and to do both by publication; and to create a special atmosphere of disinterested pursuit of learning in which both the teachers and the taught recognise their interdependence and mutual help.*

4. This definition recounts the essential features embodied in the idea of a university as it has been developed by tradition. They may

* *Vide* Sadler Commission Report, Vol. III, p. 220.

be discovered, as they have been by Dr. Headlam, even in the medieval conception of universities. According to the late Dr. Rashdall, the conditions deemed essential in the Middle Ages for the recognition of a university are that it should be a *studium generale*, *i. e.*, that it should be a place where teachers and taught are brought together from all parts and are in constant and living communication with one another, that it should be a place of higher education and should possess at least one of the higher faculties, and that the subjects in this faculty as well as other subjects must be taught by a considerable number or at least a plurality of masters. It is noteworthy that the essence of this conception is to be found not in the constitution of the university, not in its power to award distinctions, not in the examinations on the strength of which such marks of honour are conferred, and not even in the contact of the minds of teacher and student, and of student and student, but it is to be sought, as Dr. Headlam has argued, in bringing together men who have devoted themselves to the pursuit of learning in the daily work of the university. The ideal of universities in accord with these views is that they should be 'living centres' for the creation and diffusion of learning.

5. The same fundamental ideas have been repeated in different forms of words by different authorities. "According to the accepted view of almost all progressive societies," runs the Report of the Calcutta University Commission, "a university ought to be a place of learning, where a corporation of scholars labour in comradeship for the training of men and the advancement and diffusion of knowledge."*

6. The late Sir Asutosh Mookerjee put forward the same idea in the Imperial Legislative Council, during the debate preceding the passing of the Indian University Act of 1904. "We require," said he, "teachers whose duty it will be not to impart elementary instruction for the purposes of university examinations which, after all, is only a secondary part in the work of a true University, but whose function it will be to extend the bounds of knowledge and to

* *Vide* Sadler Commission Report, Vol. I, p. 47.

guide their students in their attempt to search out the secrets of nature." He then quoted with appreciation the following words of Professor Forsyth :

"A University is a corporation of teachers and students, banded together for the pursuit of learning and the increase of knowledge duly housed and fitly endowed to meet the demands raised and the achievement of its purposes."

7. The tendency to an austere conception of the university which would make it *exclusively* a place for the advancement of learning and knowledge has been corrected, particularly in recent times, in many notable pronouncements on the true functions of a university. Till the 19th century, the most noteworthy duty of a university was regarded as teaching. During the last century, the obligations of research in a university came to be emphasized. The 20th century, with its recognition of the interdependence of knowledge and freedom, and its faith in the democratisation of knowledge, has brought in the further belief that the university exists for the general service of the community. Teaching and research are of course inherent in the third function, *viz.*, social service.

8. The full significance of the last function, however, came to be realised late. It then led to the acceptance of certain subsidiary university aims. For example, the idea of such service implies and includes the necessity for the university to adjust itself to the progressive movements in the country. It is perhaps on this ground that the Calcutta University Commission urged in their Report :

"The trend of things in India and elsewhere (*viz.*, the increasing importance of industrial energy, applications of science to agriculture, extension of responsible government, new demands upon municipal and co-operative enterprise, disturbance of the older social traditions) requires alertness and many new developments in national education. The universities have to play a larger part than fell to them in former days. The demand for well-trained men steadily grows, and the universities have to prepare their students not only for a limited number of professions but for new callings which require scientific knowledge

and technical preparation. Not least, the needs of the schools for competent teachers have to be met, and this by the universities to a considerable degree. Consequently the outlook of the universities has widened; their courses have become more difficult; and the colleges are rightly more critical of the quality of the material supplied to them by the secondary schools."*

9. The new requirements of an epoch which is increasingly industrial and scientific in its activities and enterprises converge not only on the work of the schools but on that of the university also.

10. Similarly, with a backward glance at the failure of the provincial Universities in India to attain such ideals, the Patna University Committee state in their Report that a modern university has two duties—to provide for the career of the scholar and to train citizens for the world. Its aim "should be in the first place to discover students of merit, and the net must be cast as widely as possible. From this point of view the existence of the various local colleges is all to the good, as they will connect all parts of the province with the central university." The University should be so constituted as to secure the highest form of teaching and training for every student of sufficient promise. For the second aim, one has to look in the University for wide and generous influences which prevail in such places, no less than to the academic studies pursued there. "The qualities which the present day requires are no doubt a complex product, and the home and the school are very largely responsible for their evolution. But the college too has a very important influence, and the student who plays his part well upon its smaller stage will probably not be found wanting in the harder trials which await him in the world of men ... The daily give and take which the life of the college and the university requires, and the new experiences which meet the student in the societies and on the playing fields, will all tend to make him more manly and vigorous. But above all he must be brought into daily contact with those whom he respects and whom he learns to look upon and revere not merely as teachers but as men of experience in the great art of life."†

---

* *Vide* Sadler Commission Report, Vol. I, p. 302.

† *Vide* Patna University Committee Report, pp. 14-15.

11. The same aspect is thus expressed by the Calcutta University Commission :

"The best thing which university life has to offer to a young man—daily contact with his ablest contemporaries when these are full of intellectual vitality, eagerly pursuing their own special interests, and testing their young strength upon the problems of life and thought. This is an element in the training of a university which not the most admirable lectures or tutorial arrangements can replace."*

12. Applying such general principles to methods, the Royal Commission on the University of London pointed out that the essentials of university education are :

"That students should work in constant association with their fellow students, of their own and other faculties, and in close contact with their teachers; and that they should pursue their work when young and able to devote their whole time to it."

"Secondly, university work should differ in its nature and aim from that of a secondary school, or a technical, or a purely professional school. In the secondary school definite tasks are prescribed, knowledge is acquired while the mind is specially receptive, and pupils are mentally and morally trained by the orderly exercise of all their activities ; in the technical or professional school, theoretical teaching is limited and directed by the application of ascertained facts to practical purposes; in the university, knowledge is pursued not only for the sake of information but always with reference to the attainment of truth."

"Thirdly, there should be close association of undergraduate and post-graduate work. Proposals which tend to their separation are injurious to both. A hard and fast line between the two is disadvantageous to the undergraduate, and diminishes the number who go on to advanced work. The most distinguished teachers must take their part in undergraduate teaching and their spirit should dominate it all. The main advantage to the student is the personal influence of men of original mind. The main advantage to the teachers is that they select their students for advanced work from a wider range, train them in their own methods, and are stimulated by association with them.

---

* *Vide* Report, Vol. I, p. 396.

Free intercourse with advanced students is inspiring and encouraging to undergraduates. Finally, the influence of the university as a whole upon teachers and students, and upon all departments of work within it is lost if the higher work is separated from the lower."*

13. In order that these essentials might be ensured in a university, Lord Haldane's Commission proceeded to indicate a few conditions necessary for the realisation of the foregoing aims. Among them, the *first* is an adequate previous general education, *i. e.*, the completion of a sound school course before the commencement of a university career; the *second* is the homogeneity of the university classes; the *third* is the provision of facilities by propinquity and by residence for the social life of the university; the *fourth* is that, in order to ensure that the university is able to function properly on the teaching side, it should provide its own teaching. In regard to the last condition, the Commission deprecated the creation of a nominal professoriate, by simply conferring the rank of university teachers on instructors in the colleges incorporated in the university. *Lastly*, they recommend as a *fifth* condition, the guarantee of academic autonomy, as implied in the professorial control of teaching and examinations, and in the financial self-government within the university.

14. The impetus to the movement for new Indian Universities has come from the deficiencies of the provincial Universities in almost all these respects. When the older Universities of India were founded and, for a long time after, they proved eminently suited to the conditions of the country, on account of the distinct advantages that their type then presented. These have been enumerated by the Calcutta Commission Report:

"It had the advantage of costing very little, a special merit in a poor though vast country. It enabled the University to be superimposed over the existing colleges without depriving them of their individuality and autonomy, and it gave the private colleges freedom to work in their own way and with such aid as the fisc was able to give them. It produced a large, and on the whole, beneficent variety of type in institutions of university grade, which were scattered throughout the land."

* *Vide* Analysis of the Final Report of the Commissioners on University Education in London, pp. viii and ix.

15. Despite these advantages, their defects soon became apparent. The unnecessary and undue emphasis laid upon the conferring of degrees, the conduct of examinations and the definitions of curricula (in the belief that by controlling examinations and curricula the efficiency of the independent instruction might be kept up), and the failure to discriminate between the true functions of a college and a university, and on the reduction of all the business of the university to a common standard and a common routine, so as to impose a depressing burden of rigid uniformity in curricula and courses, galling to the personality of the teacher and restricting the growth of the individuality of the exceptional student, were some of the main defects revealed. The provincial Universities were corporations, but they were corporations of administrators, not scholars. What teaching was done was given entirely by the colleges. This was on the whole more the result of accident than of design. For, Viscount Halifax's Despatch of 1854, on which the provincial Universities of India were formed, not only did *not* prohibit the formation of a University professoriate but it distinctly recommended the establishment of a number of University chairs in branches of learning for the acquisition of which, at any rate in an advanced degree, facilities did not then exist in other institutions. The University legislation of 1904 was needed to bring about some approach to a more real control of the University over its affiliating colleges than was furnished by its mere power to lay down standards in examinations and curricula. The same Act also provided for the growth of an influential academic element in the governing bodies of the Universities so as to give them a more distinct orientation towards teaching. Further, necessary academic work, such as inter-collegiate work, the provision of Honours courses and other facilities for the development of exceptional ability and for the formation of the back-ground for such work and the improvement of residential accommodation for students, came with this Act. Nevertheless the old provincial Universities of India still remained subject to the imputation of being merely examining and degree-awarding bodies.

16. The debate in the Madras Legislative Council, when the University Bill was recently under consideration, gave point to various

features of this pronounced dissatisfaction. The preamble of the Act itself admitted the charge by setting that one of the objects of the legislation was to "create a teaching and residential University." The admission, however, went a step too far, since, in a sense, it could be argued against, as was done in the course of the debate itself by the present Vice-Chancellor of the University of Madras. Dr. Macphail said:

"When I saw the draft of the Bill, after I came to Madras a month ago, I was not altogether favourably impressed by the opening words, because, it says that the proposal is to found in Madras a teaching and residential university. For the last thirty-five years, I have been fighting against the idea that the University of Madras is not a teaching university. I hold that, ever since the University of Madras introduced the affiliation rules, it began to remove itself from the category of being a mere examining body and became a real teaching university, and still more so after the constitution of 1906 when the private candidate was eliminated....................I think in the course of the debate there has been some amount of confusion with regard to this phrase 'teaching university.' To my mind there are three types of teaching universities. First of all, there is the type with which I was most familiar when I was young in Scotland and in Germany, what may be called the unitary type, where the whole education is in the hands of the professoriate of the university. No one is admitted to the examinations of the university except those who have passed through the classes of the university and that have been taught by the professors and assistant professors of the university................Now, if the proposal of this Bill were to create a university of that type here, I should strongly oppose it. I think that we must not go back upon what this university has been. This university has come into existence as a university of colleges, and I think that that was the main point in the letter which Dr. Miller sent out.......One point in his letter was that it would be of great value to India if Government were to seek to preserve the life of the different colleges with the different contributions that they are able to make to education. That is the first type.

"The second type of the teaching university is that which you find in Oxford and Cambridge where you have a local university as you have in the case of the unitary type, but a local university composed of different colleges, and that,...I understand is the kind of teaching

university which it is proposed to set up now in Madras, not a university of the unitary type but a university consisting of different colleges each of which will have its own organisation and its own life but which will co-operate with the other colleges in trying to give the very best possible education to the students that come to it. That type of university sometimes has a variety in which the university has colleges attached to it throughout the country whose students are allowed to sit for its examinations although the colleges do not form part of the university proper. Then there is the third type to which the present Madras University belongs, where you have a teaching university the students of which appear for the examinations of the university after they have been taught in the colleges which form part of the university but in which the colleges are spread over a wide geographical area."

17. The same ideas of widening of the traditional Indian conception of the University and the necessity to preserve colleges as integral parts of the university machinery of teaching are set forth in the Report of the Dacca University Committee thus:

"There are abundant indications that the Government and the people have alike come to realise that a university, if it is to satisfy in full measure the requirements of the educated classes, must devote more than mere examination, must undertake more than mere control, must offer more than mere instruction. It must be an institution in which a true education could be obtained—the training of the mind, body and character; the result 'not a book but a *man*.'"

18. In regard to the need for the preservation of the colleges, it says:

"The individuality and variety of the colleges is as much a part of the scheme as the completeness and community of the new University life. There will be, in a way never before known in India, a healthy interaction of the colleges upon each other and a heightening of the separate and limited life of each by participation in the larger and fuller life of the University. At the same time, while the University is to be distinct from and greater than the colleges, it is to be made up of them; and the health and vigour of the whole will depend on the health and vigour of the parts."

This opinion was offered in regard to the unitary university recommended at Dacca. The same argument might easily be applied to the University of Madras to justify the preservation of the individuality of the colleges as essential elements in the teaching function of the University.

19. It is obvious that once this obligation for the University to keep up its teaching side prominently is fully recognised, opportunities for a division of the work of teaching between the colleges and universities would arise, with a certain irreducible amount of over-lapping, such over-lapping being greater in the case of a university not restricted to one centre than to a unitary university with constituent colleges situated in a single centre. Subjects in which colleges are unable to provide instruction, subjects which lie on the border line of those which are included in the university curricula, subjects whose equipment is so costly as to place them beyond the means of colleges, or subjects for which the number of students is always small, as well as the creation and the direction of central libraries, museums and laboratories with all the equipment needed for original investigation will naturally form part of the burden which a university will have to undertake in a division of work with its colleges.

20. Next to teaching, the obligations of research are those which in Indian Universities have until recently been most conspicuously neglected. "It has been one of the greatest defects of the Indian universities," runs the Report of the Calcutta University Commission, "that, until recent years, this essential function has been almost wholly disregarded and, indeed, was practically precluded by the constitutions of the universities as they were before the Act of 1904." The Sadler Commission sounded a note of warning against regarding teaching and research as separate and distinct functions which might be safely left to different bodies, and the danger of the spread of an idea "that teaching is an inferior function, a necessary drudgery which ought to be left to second-rate men." In measured but emphatic language, they condemned the doctrine as mischievous. Research is synonymous

with exploration and every member of a university, whether he be a teacher or a student, must be animated by the spirit of a seeker. "A university is not fulfilling its duty as a centre of research if it merely hires a few men to carry on investigation in corners by themselves, however handsomely they may be supplied with the materials for investigation. It is the spirit of research that is needed, and this spirit must be present in all serious work. The student must be, in the greater part of his work, a researcher in this wide sense—a man using all his powers, especially of imagination and of insight, to seek out truth...... The business of a university teacher is not to pump knowledge into his students but, above all, to show them how to acquire knowledge for themselves, how to do 'independent work.' There are two kinds of teaching which may legitimately be carried on in a university: teaching whose aim is knowledge and understanding, and teaching whose aim is dexterity or mastery of a technique. The latter is necessary. But it ought always to be subordinated to the former, even in technical subjects.... The teacher who has to train the student in practical dexterities need not be a great scholar or an 'explorer,' though it is better that he should be. But the teacher whose work lies in the field of pure knowledge, and whose primary duty is to awaken in the student a genuine intellectual curiosity, is in quite a different case. No teacher can fulfil this duty unless he is himself an explorer, filled with that eagerness to discover truth which it is his business somehow to communicate to his pupils."* The exploring zeal of the teacher might take the form of the discovery of new facts or disclosure of new relations between facts. But, in either case, the work is of the research kind. A well-constituted university, it was argued, should provide reasonable facilities of every kind for this kind of permeation of the spirit of exploration with actual teaching. The Commission ended this part of their discussion by recommending that, in the sphere of research as in the sphere of undergraduate teaching, there must be a synthesis of university and college.

---

* *Vide* Report Vol. IV, pp. 276-278.

21. We have quoted this weighty pronouncement of the Calcutta University Commission, since we feel that it would not be easy to express better the obligation that lies upon new universities in India to advance in this direction. A chief ground for seceding from an unprogressive university of a purely mechanical and examining type might be the opportunity that the separation might afford of founding a university with higher ideals. Another justification might lie in the facilities that it might afford a university with a restricted territorial jurisdiction, to conserve some of its activities for the investigation of problems which are of local importance, and for exploration of questions for which special advantages are presented by the area. It has been urged that there is a great deal of work of a special kind, which a university established in Travancore or in Kerala might do, and which other universities are not likely to undertake, and that this will be done if there is a recognition of something like a division of labour between universities. Several of our correspondents have also emphasized in their evidence the need for research into the local problems of Kerala. It has been argued that not only would research work as applied to local conditions become obligatory in the wider branches of study (*e. g.*, Botany or Zoology) but also in such comparatively unworked fields as the South Indian Languages and Indian Philosophy. The Haldane Commission and the Sadler Commission, as we have already pointed out, entered a strong plea for the preservation of the unity of undergraduate and post-graduate teaching, and the association in such work of men who are actually engaged in research work, so that their spirit might dominate the whole of the university. Failure to keep to this ideal as well as the convenient excuse of financial economy have resulted in understaffing, both in point of quality and quantity in colleges and universities, and deficient equipment resulting in inferior laboratories and libraries. So far as we have been able to judge, we feel that one respect in which the funds of a Kerala University will require to be expended liberally, for several years to come, would be such an increase of facilities for research, and such an improvement of the collegiate and university staff as will bring about an adequate provision of a number of teachers who have done research

work and are animated by its spirit. A statement exhibiting the independent work done by teachers in this State, as well as in Cochin, and their academic qualifications is given in the appendix volume and shows that the number of them who have till now done such work is not large. The conditions of college-teaching have been such as largely to preclude teachers from doing research work. If this be so, it is the conditions that require amendment. Whatever be the cause, the establishment of a sound tradition for the new University, and the creation of a proper atmosphere of investigation as well as of learning, require that in it the fullest facilities should exist for the recruitment of a competent staff which would take its part both in teaching and in research, and for the men so engaged conducting their investigations regularly and as a part of their normal work. We would accordingly urge that it should be regarded as one of the fundamental objects of the new University to make suitable provision for higher teaching and research, as far as funds permit.

22. The intimate, constant and living association of teacher and teacher, of teacher and student, and of student and student, is essential to the growth of a proper university spirit. This is the traditional Indian ideal of a *guru* and *chela*, as exhibited in the *gurukula* in which the student spends his entire scholastic life. The needs of economy as well as efficiency demand that the university centre should provide for a limited number of students who can engage themselves in the highest work and might form a *corps de elite* of the student body. Provision should also exist there for the ordinary instruction of a considerable number of students coming from a wide area. From the figures available it is possible to anticipate that, with even a University restricted to Travancore, its centre might have to provide for the residence of a very large number of students made up of both the above classes. In the older Universities of England, the need for the proper housing and supervision of the students who come to the universities has led to the provision of residential accommodation for them not only in colleges and halls but in approved lodgings capable of inspection, supervision and control.* It can hardly be said that adequate

* More halls of residence and other residential facilities are still a great desideratum in the newer Universities of England. *Vide* Report of the Conference of the Universities of Great Britain for 1923.

provision of the kind exists in any Indian university town. Even with residence stringently enforced on all the students, it will take many years for private enterprise to overcome its shyness in providing rented accommodation. Apart from the merits or possible disadvantages of the residential system, one of the immediate duties of a new University in the State would be the provision on a considerable scale of facilities for the residence in hostels or halls, either maintained by the University or by the colleges, of all students who do not live under proper control or with their families. In the case of women students, this provision will be even more urgent than in the case of men, since it is impossible to contemplate licensed or approved lodgings for the former. We revert to this subject in a later part of our Report, but we should not omit to draw here pointed attention to a feature, *viz.*, the striking inadequacy of such residential provision in almost all collegiate centres in the State and particularly at Trivandrum, as the figures given in the statement appended to Chapter III will disclose.

23. Though not to the same extent, this defect is now characteristic of every collegiate station with the exception of Alwaye where the college has now the fullest residential provision. Whether a university fully residential comes into being in the near future or not, the correction of this glaring defect is an obligation which cannot well be overlooked much longer by those who are responsible for higher education in the State.

24. It is hardly necessary to dilate on the other aims of a university. These might suggest themselves in any university formed with the major aims we have already indicated. The Calcutta University Commission have laid down that university training at its best should imply that students are placed under the personal guidance of teachers of ability and standing in their subjects, that both students and teachers are helped by the existence of generously-equipped laboratories and libraries, that the largest degree of freedom of teaching and of study consistent with the harmony of work exist both in teaching and in study, and that teachers are not over-burdened with work and have the leisure which would afford them

opportunities for investigation in their subjects. This is the accepted ideal of a university to-day and it is approved by most of our correspondents. It is true that some of them are of opinion that it is not unattainable in a University confined to Travancore, but they admit that it would be more attainable in a University which would include the wider area. There are again correspondents to whom it is obvious that the best that the University can give is possible only if its numbers are neither too small nor too large, since the distinctive results of a good university education can come from a living and daily association of a sufficient variety of thought, teaching and personality.

CHAPTER VII

UNIVERSITY TYPES

The type to which the new University should conform in organisation and methods is intimately bound up both with its fundamental aims and with the area to be comprehended by it. The evolution of certain types is rendered possible by the presence or by the absence of certain circumstances which have gradually come into existence during the course of many years. Consequently, the selection of a type depends largely on the previous academic history of the area which the new University is to serve. In the course of our discussions we have often felt the difficulty of separating the questions relating to the type, area, and location of the new University. We were obliged, in considering each of the three subjects, to proceed on certain implications involving the other two. Our Report will give indications of this difficulty of keeping the three apart.

2. Ambiguity may be reduced by attempting at the outset to give some precision to the terms used. Difficulties arise from the use of such terms as "affiliating," "federal" and "unitary," which, notwithstanding the frequency with which they occur in the literature of universities, are used in different senses. (1) The provincial Universities of India are commonly spoken of as though they are of the "affiliating" type. "Affiliation" is also used to denote the kind of connection established between the older universities of England and other universities which are recognised by the former for the purpose of receiving certain concessions. The relationship between an affiliated college and its university in India is hardly the same as that between the Madras University and the University of Oxford with which it is connected by "affiliation." (2) Still greater vagueness exists in the use of the expression "federal type." The expression "federal university" is understood to mean nothing more than an affiliating university. There is authority for this. The Report of the Patna University Committee refers to the provincial Universities created by the

Act of 1857 as *federal* Universities.* In the Resolution of the Government of India issued in 1913 the expression "federal university" was used "on the other hand, in the strict sense of several colleges of approximately equal standing separated by no excessive distance or marked local individuality grouped together as a University." The University of Mysore is frequently referred to as a "federal University." But the last Quinquennial Report on Education in India (1922) classes it under affiliating universities. The Calcutta University Commission have used the term "federal" somewhat differently. None of these quite brings out the recognised implications of the term "federal" in Political Science, such as equality of status and of rights among the component parts. (3) The words "unitary university" have been used to denote a university which is not only centred in one locality but deals directly with its students, without the intervention of colleges. (4) Further attempts have been made to ascribe to one or other of these types certain characteristics as distinctive. The commonest of such assumptions is that which attributes to the unitary university alone the advantages of complete residence and direct teaching. The Resolution of the Government of India of 1913 (paragraph 45) distinguishes between *affiliating* and *teaching* universities, and accordingly implies that an affiliating university cannot be a teaching university. This opinion has been repeatedly criticised, as in the extract from the speech of Dr. Macphail, which we have already had occasion to cite.†

3. A unitary university in the sense indicated above may extend over a town or a distance of a few miles round a town. But for retaining its affiliating functions and its connection with the mofussil colleges, the University of Madras after the passing of the Act of 1923 might belong to this class. Within the same locality a unitary university might either function directly without the intervention of colleges or halls, or might be a university of colleges. The first we would prefer to call a unisary uni-collegiate university. If the equality of the colleges was recognised,

---

* *Vide* p. 17. † *Vide* pp. 15-23.

and if the colleges were given the right of not merely association with the university but of an influential part in its government, then the multi-collegiate unitary university might be regarded as also coming under the head of a federal university.

4. The essential difference between the federal type and the purely affiliating university we take to be this. In the latter representation in the governing bodies of the university might be given to affiliated institutions, but it will not be given as of right and by any recognition of the equal right of all the colleges to obtain such representation, irrespective of their size, location, history, influence and efficiency. In the federal type the essential features are *first* the recognition of the equality of all the constituent institutions for representation in its governing bodies, and *secondly* the recognition of the right of every college to obtain such representation. The equal right of every constituent institution to be represented in the governing bodies of the university might not necessarily carry with it the right to send an equal *number* of representatives, or to have an equal voice in the government of the university. These will depend upon their relative strength and importance. The equality which we have in mind is not absolute equality, but might be termed 'proportional equality.' In the federal type, three sub-types are recognised, *viz.*, the centralised or unitary, the semi-centralised and the decentralised. The multi-collegiate unitary and the centralised federal types largely approximate to one another, the essential difference being that the individuality of the component elements is better stressed in the former than in the latter. The semi-centralised federal type would be represented by a university like that of Mysore, where a group of colleges doing a particular kind of work is restricted to one centre, and another group doing a different kind of work to another centre, the two places being separated by a not inconsiderable distance. In such a case it is usually the practice to hold the different functions of the university, such as the Convocation, the meetings of the Syndicate, etc., in the two centres alternately. In the University of Mysore, the governing bodies are made largely of the

representatives of the colleges located in Mysore and in Bangalore. The towns are only 86 miles apart. The University Council, which corresponds to the Madras Syndicate, meets alternately in Mysore and in Bangalore, but the University head offices are situated in Mysore. The University Students' Union has halls of assembly in both the towns. Inter-collegiate debates are held sometimes in Mysore and sometimes in Bangalore. In either case they are open to students of both the university centres. For devices like these, to reconcile the claims of rival centres, a parallel can be cited from New Zealand. One of the large towns there became the head-quarters of the University, but the country was divided into university districts, and district councils for holding the Convocations of the University and transacting the business relating thereto were constituted for each area and the claims of the constituent colleges in different parts of the country to university rank were thus recognised.

5. The Government of India laid down in 1913 an *easy* distance between its centres as one of the distinguishing marks of the federal university. To us this feature does not appear quite essential in a distinction between the federal and affiliating types. It is quite possible to have an affiliating university confined to a single centre, if the university bodies do not grant the right of representation to the various institutions but merely recognise them as being under their supervision and control, as preparing candidates for their examinations and privileged to send up students to courses of lectures organised by the university. The decentralised federal type can be distinguished from the semi-centralised by the component institutions being spread out over a wide area, and by no single centre in the university attaining a pre-eminence over the others. The future Kerala University may be of such a type if first grade colleges be started at Ernakulam, Trichur, Calicut and Nagercoil, if the University head-quarters are located in only one town and, if, at the same time, none of the university centres be allowed anything like a position of virtual supremacy over the others.

6. We now proceed to consider the relative suitability of these types to the conditions of Travancore and of Kerala. We begin with the unitary type. It is now generally acknowledged as the ideal for a university. It is simple. It can satisfy easily and directly such important requirements as economy in effort and money, efficiency and the promotion of a corporate spirit. It has acquired great prestige as some of the greatest universities of the world have been of this type. It is naturally popular. It is claimed that it will afford more facilities for the moulding of character and for the growth of a proper intimacy between teachers and students than any other. Massing of resources, of course, makes for economy. This is particularly needed in higher academic work where there is always the danger that the highest standards of achievement may not be attained if the institutions fritter away their energies and resources in needless and wasteful competition. The concentration of post-graduate instruction and the agencies and instruments of research at a single spot has usually been recommended even in affiliating universities like that of Madras. The Calcutta University Commission, too, recommended the gathering of all the resources for higher work in the University at Calcutta. The reformed Madras University has in the same way aimed at a grouping of its resources for higher work at Madras, while retaining its affiliating functions, and has shown, by the appointment of appropriate committees, its preparedness to recognise new university centres in selected localities in the mofussil. Of course, these centres must be those in which a considerable degree of concentration has already been attained, and they must be such as can be regarded as the seats of potential universities. The ideals of residence and teaching are again believed to be easier of attainment in a centralised unitary University than in one of any other kind. Thus naturally the unitary type has gathered much support. This is evident from the opinion we have been favoured with. The previous Committee unanimously recommended this type for Travancore.

7. Notwithstanding this apparent unanimity in favour of the unitary type, whose manifest advantages we do not ignore, we feel bound to call attention to some of its limitations. It is noteworthy

that, while a movement towards unitary universities began in India from the time when the failure of the University Act of 1904 to achieve everything that was claimed for it became apparent, there is a tendency now to move in the other direction. It is difficult to say whether and how far this change of outlook is due to a disappointment with the newer unitary Universities of India. The fact remains and is not without significance that among recent Universities in India those of Mysore, Patna and Nagpur are *not* of this type, and that their organisers deliberately turned their faces away from it.

8. This change in the attitude towards the unitary university has been attributed to the detection of certain defects inherent in it. The first of these is the tendency to excessive growth making the university too large for efficiency. There are even now instances of such universities where students are literally counted by thousands. This is to be deprecated because, if all the advantages of individual attention to the students and personal contact are to be ensured, it is important that no university should exceed a certain size. Since the close of the Middle Ages at least, the older universities of England have not exceeded such manageable dimensions. But for this circumstance it would perhaps have been difficult for them to have preserved their reputation for efficiency. This point came up before the Lytton Committee. Several of their witnesses, in explaining the disinclination which is becoming more and more pronounced in these universities to admit an increasing number of Indian students, argued that these bodies were corporations of learning, that like all corporations they resented an increase in their number such as might result in a dilution of the influence and the rights of their members, and that they naturally feared a weakening of their efficiency and corporate spirit if hundreds of outsiders, to whom their ideals and traditions might be foreign, were to be admitted to membership. The objections to the admission of more Indian students in the British universities is thus attributed to other grounds than prejudice against Indians. Even in regard to candidates for admission who have such things in their favour as the possession of a common heritage, common language, common

political traditions and common political allegiance, the same difficulty is said to be arising. On the other hand, if the requirements of efficiency (necessitating the provision of small classes and an adequate increase in the number of instructors) are to be satisfied in an over-grown unitary university of an uni-collegiate type, it can be done only by the sacrifice of one of its chief merits, *viz.*, economy. With a multiplicity of small classes under different instructors, pursuing a common work, there will be the risk of differences in standards and uneven levels in teaching and examination. Where a class is of an unwieldy size effective lecturing becomes impossible, and monotony, inattention and the impossibility of personal relations between teachers and students result. Where large numbers are admitted to a university but are distributed in a number of small classes or groups, uneven levels, or what is worse, a uniform 'prescribed' level, the domination of rigid and inelastic programmes of work and other restrictions on freedom of teaching must be equally inevitable. Some large unitary universities have been able to overcome these evils, to some extent, by the development of corporate life in colleges which are happily the heirs to centuries of healthy traditions of individual life and to large material endowments. The creation of such collegiate life in Kerala is not likely to be easy. In point of age, wealth, outlook, and traditions of autonomy, the existing colleges in this area are very different from those of the older universities of England. But reliance must be placed on the colleges it a university founded in Kerala is to be of the unitary type and is to become at the same time efficient. The usual number of students in unitary universities which are efficient can be surpassed even by a university restricted to Travancore. If the wider area of Kerala is to be comprehended by the University, and if it is to be also unitary in character, such a large number of students will have to be brought together in a single centre as must severely try the strength of a new university. It is not unlikely that such a concentration might even raise the cost of living to the poorer members of the University, with the result that it might become, as several old universities have become, available only to the well-to-do classes. There is a third possible alternative to be considered. Two members of the Patna

University Committee (Messrs. Russell and Jackson) urged that the University should undertake only post-graduate teaching and research and that "it would be best to apply the highest educational machinery to a small number" of students alone, so as to create "a small and select University, a *corps de' elite*," where a few Indian students will be carefully trained in small classes for the higher kinds of work now done in the Indian Universities. This ideal would have been reached if the post-graduate side of the University of Calcutta had been separated from the University and formed into a research University. The Patna University Committee would not agree to this suggestion. Assuming that students in such a select University would receive first rate instruction and training, they would do so at a heavy expense. Higher work in a university is costly. A well-endowed institution, like the Indian Research Institute at Bangalore, can afford to ignore considerations of cost. But the ordinary universities which are not endowed in so munificent a manner or which are maintained by grants from the state cannot afford to overlook such considerations. Finance is the rock on which universities both new and old founder. On grounds of practical exigencies and of economy, it has therefore been found necessary to combine in the same university, the superior grades of instruction and examination and the higher grades of work with lower grades of work so as to finance the former from the income of the latter. This is what is happening in the provincial Universities of India, and particularly in the University of Calcutta. There a great edifice of post-graduate work has been erected on the foundations of the income from the Matriculation and other examinations, as well as contributions from the secondary schools. When these sources of income to the University dried up for a while the stability of its post-graduate side was endangered. We refer to this aspect since, as a practical proposition, the combination in the same university of both the higher and lower kinds of work can alone ensure financial stability.

9. The need for maintaining the intimate association of undergraduate and post-graduate work can be established also on other and higher grounds. The Haldane Commission have dealt with

this matter fully. They had to consider the proposals that the bulk of undergraduates of the University of London should be distributed over a large number of centres most of which were limited to instruction in one or two Faculties, and that the teaching of the University Professors in the more central colleges should be organised with primary reference to the needs of advanced students only. The Commission were emphatic that inasmuch as the proposals attempted a separation between the higher work of the University from undergraduate work, they were open to grave objection. They condemned the suggestion of the Council of External Students in London for the creation of a series of institutes for research and higher learning to which the best students should pass after graduation from the ordinary colleges. "Neither of these proposals," state the Commission, "commends itself to us as a desirable policy, and both of them appear to invite a half-conscious admission that the great majority of students who at present take the bachelor's degree of London University do not receive a university education at all." The Commission deprecated the divorce of teaching from research, and recounted the advantages to undergraduates of real professorial teaching. Their pronouncement is worth quoting in full :

"Teaching will, of course, predominate in the earlier work, and research will predominate in the advanced work; but it is in the best interests of the University that the most distinguished of its professors should take part in the teaching of the undergraduates from the beginning of their university career. It is only by coming into contact with the junior students that a teacher can direct their minds to his own conception of his subject, and train them in his own methods, and hence obtain the double advantage of selecting the best men for research, and getting the best work out of them. Again, it is the personal influence of the man doing original work in his subject which inspires belief in it, awakens enthusiasm, gains disciples. His personality is the selective power by which those who are fittest for his special work are voluntarily enlisted in its service, and his individual influence is reproduced and extended by the spirit which actuates his staff. Neither is it the few alone who gain; all honest students gain

inestimably from association with teachers who show them something of the working of the thought of independent and original minds. 'Any one,' says Helmholtz, 'who has once come into contact with one or more men of the first rank must have had his whole mental standard altered for the rest of his life.'......If it is thus to be desired that the highest university teachers should take their part in undergraduate work, and that their spirit should dominate it all, it follows for the same reasons that they should not be deprived of the best of their students when they reach the stage of post-graduate work. This work should not be separated from the rest of the work of the University, and conducted by different teachers in separate institutions..... .... We do not think it would be possible to get the best men for University Professorships if they were in any way restricted from doing the highest work, or prevented from spreading their net wide to catch the best students."*

10. The advantage of bringing together the junior and advanced students was also pressed by the Commission, which proceeded to stress the undesirability of the University maintaining special research institutes not engaged in ordinary undergraduate teaching. The opinion of the Calcutta University Commission is in accord with these dicta. In India also this has been the common feeling in academic circles. For instance, when a proposal was made some years ago to organise at Delhi a Central Research Institute, which would take over from the provincial Universities their higher work and confine its attention to research, it was turned down with unanimity by the Indian Universities to which it was referred for opinion. As already pointed out earlier in this Report, the Patna University Committee condemned the idea of a select university. Their condemnation was, however, based on the importance of size to a teaching and residential university.

"Experience shows that the fullest intellectual life is usually secured in societies where the numbers are not too limited, and that the character which marks an educated man is only developed in contact with variety

---

**Vide* Final Report of the Commissioners on University Education in London, p. 29.

of thought, variety of teaching and, above all, variety of personality. For such matters as the organisation of games and societies it is essential that there should be plenty of material from which to draw, and perhaps more important than these considerations is the undoubted fact that, in so small a community as that contemplated by Messrs. Russell and Jackson, there would be none of that healthy competition among colleges, a competition, be it remembered, whose effects are by no means confined to the playing field. There would also be little of that feeling of pride which comes of membership of a great institution. Thus some of the most important elements of a modern university would be lost. Excellent teaching no doubt there would be, but even this would mean the sacrifice of the interests of the many to the good of a very small minority, whilst the expenditure on the fortunate few would be proportionately great."*

11. The fear that the University of Madras might hereafter develop this kind of differentiation has been among the causes of the opposition to the recent provincial University Act. The possibility of the post-graduate side of the University of Calcutta becoming independent of the rest of the University was not improbably one of the causes of the severe criticism to which the scheme was subjected in certain quarters. A scheme for a select university of the kind is hardly likely to commend itself to those who have it in their power to decide how the public funds should be most profitably used in the interests of the state.

12. Like the previous Committee, we have anxiously considered the suitability of a unitary uni-collegiate University for Travancore. The verdict of our predecessors was in its favour. Many of our correspondents are also impressed by the prestige of the type. Our conclusion in this matter is not identical. We feel the force of the contention that, if such a university is to be started outside Trivandrum on a new site, the initial capital expenditure on buildings alone (for all University purposes) will be ordinarily beyond the capacity of a single Native State. It is not unlikely that what was at the back of the mind of some of the correspondents who have objected to the creation of a new University for the State is the

---

* *Vide* Report of the Patna University Committee, p. 12.

fear that only a university on this expensive model could be recommended. Buildings are necessary for a university. Equipment and men to do its work, the highest and best work as well as the common work, are even more essential. Instances are not wanting of the expenditure of vast sums on brick and mortar, which has exhausted the resources of a university and left its magnificent halls, laboratories and lecture-rooms to a generation of ill-paid, discontented and not always well-qualified instructors. We shall revert to this question at some length and deal with it in some detail in the part of the Report which treats of the question of the site of the new University. For the purpose of the present argument, it is enough if we state our view that the schemes for the creation of an entirely new University at Alwaye are obviously open to the same criticisms as the recommendations of our predecessors to found the new University at Aruvikkarai.

13. Others like us have had to face this problem of choosing between what might be in ideal conditions the best and what is immediately practicable. In British India, education has become a 'transferred' subject and has come under the control of elected representatives of the people. Political progress in Travancore and Cochin is giving a large measure of financial control to legislatures with non-official majorities. No University serving either State can therefore continue without full and continued popular support. This it will lose if it ignores the claims of all but one locality. Colleges cannot be expected to uproot themselves from the soil in which they have grown and from the surroundings over which they have exercised an useful and appreciated influence. Their forcible extinction might provoke dissatisfaction not only in the institutions concerned but in the localities which they have served. The students to whom these institutions have been open will be obliged to migrate to a distant university centre, and such enforced movements might accentuate popular discontent.

14. There is of course the plea that, even if a University, say of a different type (*e. g.* the federal) were provided for the whole of Kerala, it might still become necessary, in the interests of economy,

to concentrate the higher work in one or two selected centres and that, instead of being forced into a single centre as in the uni-collegiate university, students might still have to be distributed among a few centres far from their homes ; and that, once a student has had to leave his home, it would be a matter of indifference to him whether he moves a hundred miles or four hundred. It is admittedly difficult to satisfy local sentiment fully in any system of grouping and selection, but the dissatisfaction due to migration may often be conditioned by the distance to be traversed by the emigrant student. Indisposition to send students away from their own places would be most pronounced if they were young, or were girls. It is possible that migration might be less unacceptable to poor students than to affluent, provided a sufficiently large and generously-planned scheme of scholarships exists, which would give a chance to merit combined with poverty. For these reasons, there is always a disinclination to extinguish mofussil colleges. There is also another and a higher ground for their retention which has been emphasized by the Calcutta University Commission. A mofussil college often performs an important service to the community by acting as a centre for the radiation of light and culture in the area. The extinction of such an institution will not only cause disappointment and even resentment in the district, but deprive it of its only means for intellectual progress. This argument has been urged by some of our witnesses too. We attach weight to the plea. Kerala comprehends some undeveloped educational parts which now have access at least to some proximate colleges, but which would be deprived of that benefit should all collegiate work be concentrated at one spot. In a society organised like that of Kerala, with an apparent homogeneity side by side with well-marked historical fissures, it is argued that complaints of unfair discrimination will arise if one locality is chosen for complete academic concentration. There is also the possibility that, when students who represent different groups and traditional rivalries are brought together at a single centre, class and sectional jealousies may result. If they spring up, the attainment of the best academic life and traditions in a university must be sensibly impeded. Political difficulties in the way of an absolute concentration are not

less important should the whole of Kerala be the field for the new University. It is possible that even those who do not admit it now may subsequently concede that, in virtue of the advance already made in it, Travancore will have at the outset, and probably will continue long to have, some pre-eminence in a Kerala University. But admissions like this would not be inconsistent with, and would not weaken the reluctance to see, all the existing centres of collegiate work in the area extinguished in favour of a fresh start at a new centre in Travancore. In our Conference at Ernakulam with representatives from Cochin we were indeed assured that the concentration would be acceptable to the sister State, provided Alwaye was the centre chosen. In support of this position we were told that, as there were no first grade colleges in Malabar and Cochin, there would be no justification for those areas to be aggrieved, if academic concentration was made at a single centre, and that one so conveniently within their reach as Alwaye is. The advocates of this scheme did not indeed overlook the effects of their proposal on the existing colleges in Trivandrum, but they did not appear to anticipate the reluctance in Travancore to face the loss. At the Ernakulam Conference, this question was put to the Cochin members present. "Should you not make Travancore suffer as little as possible?" And the answers to it were: "In the interests of the future and of the common good, Travancore must agree to suffer," and, "being the predominant partner, Travancore must take the predominant share in the suffering."

15. Our evidence is clear in regard to the possible effects in Travancore of carrying out this proposal. It shows that the transfer partially or wholly of the resources now existing in Trivandrum to a new centre like Alwaye would be widely resented within the State.

16. To this difficulty of creating a *unitary* University for Kerala, which would be accepted by Travancore and be equally welcome to the other areas concerned, is perhaps due that a number of correspondents suggest a compromise between the unitary and affiliating types. In the "evidence-in-chief" tendered on behalf of the Cochin representatives, during the Conference with them, this

suggestion was referred to and criticised on the ground that it was likely to injure both types. It was also argued that, in such a compromise, the teaching section of the University must give much of its time and attention to the control of colleges and would therefore not have sufficient leisure for its own legitimate occupation; that the only way of finding out the capacity and progress of the affiliated institutions would then be by formal examinations ; that dependence on such tests would perpetuate the subordination of teaching to examination, and react badly on the efficiency and the morale of teaching ; and that, in the circumstances, the proper solution would be to form *local* universities, from time to time, in promising centres, after first starting the University for Kerala at Alwaye. It would be seen that the chief objection to a University of the unitary type in Kerala are not met by these criticisms. It is possible to regard them as an admission that it is impossible to find any means of ensuring a satisfactory relationship between the University and its colleges.

17. To this view we demur. We consider that it *is* possible to find a type in which the disabilities of each can be reduced, and a balance of advantage ensured to those who accept it.

18. We have already observed that it is not advisable that the new University be of the unitary uni-collegiate type. We find that this conclusion is endorsed by some of the arguments which have been adduced against a unitary University in Kerala.

19. The first of these relates to one of the powerful educational interests in Kerala, *i. e.*, the Roman Catholic Church. At present two of their Indian episcopates, *viz.*, Changanacherry and Trichur, maintain colleges out of diocesan funds. It is said that it is not possible for a diocese to expend any of its money on institutions located outside its own territorial limits. The teaching of the Church emphasizes the prime importance of the education of the Catholic young in colleges maintained by the denomination. We are unable to say how far this difficulty can be met by the foundation of a Catholic college or hall at the university centre, as has been done at Madras recently by the institution of the Loyola College, by one of the universal Catholic orders, like the Carmelites

or the Society of Jesus, founding such a college or hall, to which substantial aid may be given by every one of the Catholic dioceses in Kerala. We merely state the difficulty as put to us by those who could claim to speak for nearly a million Roman Catholics in Kerala.

20. Another of the disadvantages of the unitary university is the probability of its destroying a useful variety of type in colleges. It is obvious that different kinds of colleges, working in different places, can stimulate one another, and that the merger of all colleges into one form or their reduction to an even pattern cannot offer as much scope for progress as a variety of college types.

21. But we are hardly prepared to recommend that any University to be started in Kerala should be of the affiliating type. This pattern is that to which the provincial Universities of India have approximated most closely. Their history shows that, in every instance, such a university had largely come into existence in India owing to two causes, *viz.*, the largeness of the area to be served by the university and its educationally undeveloped character. No one can deny that to the affiliating type is due the credit for the great spread of higher education throughout India at such a small cost. Nor can it be forgotten that latterly it has come in for much adverse criticism, particularly since 1902.* It had assumed the conduct of examinations and the prescription of curricula as its

---

* Dr. Brajendranath Seal, the present Vice-Chancellor of the Mysore University, has brought out this aspect of the affiliating type, in his evidence, before the Indian University Commission of 1902, in the following passage :—

"Our Indian Universities correspond very nearly to the type of the Victoria University, which also requires attendance on prescribed courses of academic study in colleges of the University, such colleges being situated in different towns, wherever adequate and efficient teaching may be provided through college professors. Our fundamental difference is that our Indian colleges and college professors have no constitutional status in the governing body of the University, and are so far extraneous and adventitious agencies whereas the constitution of the Victoria University contemplates its being a federation of colleges, and the governing and teaching bodies of the colleges are represented in the governing body of the University. London also teaches through affiliated colleges and recognised professors, but the colleges must be situated within prescribed limits. and the professors are admitted to a share in the University management."

chief functions. It had also acted on the belief that reasonable efficiency of teaching in the colleges could be ensured by merely regulating the courses of study and examinations. It had left the training of students to self-contained colleges, some of which undoubtedly subordinated this duty to examination coaching. Compulsory uniformity in courses of study and in examination standards also limited the opportunities for the exercise of the individuality of the teacher and the student, as well as the scope for the rise of the able student to his full mental stature in a suitable environment of freedom. Centralisation of administration in an affiliating university often leads to perceptible weakening of the sense of responsibility in colleges. These are some of the principal charges brought against the affiliating system. It has also been pointed out that the rapid growth in the number of colleges within each of our affiliating universities, and the way in which the institutions were scattered over vast areas, has made it difficult for them to exercise real supervision, and that, in consequence, the desire to control the mofussil colleges has outrun their capacity to do so effectively. Spasmodic attempts by the Syndicates to keep up the level of the affiliated colleges by calling for periodical reports and returns by issuing instructions and admonitions, and by appointing committees of inspection tended to irritate and not to improve the colleges. The Syndicate in a university had no effective power to enforce on a recalcitrant and deficient college, conformity to its directions, by threatening the revocation of affiliation. The power to grant and revoke affiliation was vested in the provincial Government. Each case of the grant or the withdrawal of affiliation had first to be recommended by the Senate which met infrequently. In practice, therefore, withdrawal of affiliation as a punishment was practically never exercised. The power to grant *conditional* affiliation did not exist. When a college failed to work up to a proper level of efficiency, the only course open to the university was to offer to apply the extreme punishment of disaffiliation. No power of suspension or of imposing any milder penalty existed. It is not surprising that, when the penalty was extreme and was often so disproportionate to the offence, it came to be seldom used. A sense of immunity from the consequence of any disobedience to university mandates tended

to grow. In Commissions of Inspections of Colleges, as well as in the controlling bodies, the standards were often set by the needs of the weaker colleges. Just as the system depressed the able student, so, as a consequence of basing college standards upon averages, it tended to pull down the better colleges to the level of the less efficient. The evil was real. It has been said that it was perhaps due less to the affiliating system *as such* than to the existence of a weak executive with a wide area to control, and it has been rejoined that a weak executive is an invariable growth in the affiliating system. In a small and compact area like that of Kerala, with not more than 15,000 square miles, and about 8 million people, efficient supervision and control must be easier than in a large province. They might be much greater if the controlling agencies of the university are representative, responsible and efficient.

22. It has been laid as a charge against the affiliating system that it multiplied colleges of different levels of strength, capacity and efficiency and even of different types, many of which had been hastily raised and had in consequence to drag on a languid existence, having exhausted their strength in merely coming to life. As against this charge, it is argued that a university is after all a corporation of learning, that it is not impossible that a number of its most successful and learned teachers may be found even in weak colleges, and that a healthy variety of types in colleges is by itself not at all a matter for regret. The real danger in the affiliating system, it is urged, is the domination of the university by a few colleges situated at the capital, which may or may not be among the best colleges, and which, if below the standard, might infect the other colleges with their lower ideals and impair their efficiency. On the assumption that such evils are inherent in the system of affiliation several correctives have been suggested and applied. The Indian University Act of 1904 indicated some of them. This piece of legislation undoubtedly increased efficiency all round in the provincial Universities, but it was unable to change their conditions radically. In the case of the Calcutta University, the evils which persisted despite the Act of 1904 were considered to have become so grave as to necessitate, in 1917, the appointment of a special state Commission. The increase of the

teaching element in the controlling bodies of the universities and the right of election to the Senate granted to the Faculties and the graduates had failed to raise the standards and bring the university bodies into closer touch with the outside public. In some provincial Universities, the undertaking of direct teaching functions and the appointment of a few University Professors had also failed to correct inherent defects. The attempts made there to create at the head-quarters of the university limited facilities for post-graduate and advanced work, by or through the agency of University Professors, appear to have caused irritation in the affiliated colleges, without at the same time creating an atmosphere of university teaching at the metropolis. It was feared that the provision of these advantages in the capital alone would tend to reduce the up-country colleges to a position of relative inferiority, and to draw away their students to the colleges in the metropolis. Attempts have latterly been made to reduce mofussil dissatisfaction whenever academic concentration has been effected at the university centres, by giving the affiliated colleges a Council of their own among the governing bodies of the university. The powers and functions hitherto assigned to such Councils have however been of subordinate and advisory character. The new Councils of affiliated institutions have had neither real power nor responsibility, and their usefulness has not yet been demonstrated. It is arguable that, if a better position was given to the Councils of Affiliated Colleges, and if such Councils were statutory bodies of the university, with definite powers of consultation, advice, initiative and *execution*, the position of the mofussil colleges might have been improved and their dissatisfaction reduced. But to do all this would have been tantamount to converting an affiliating university into something very different, namely, a federal university. This will be evident if the essential difference between the affiliating and the federal types is understood. The Calcutta University Commission indicate it in the following passage :

"Others appear to prefer a federal basis, which would imply that the governing bodies of the University would mainly consist of representatives from all the colleges included in the federation. The advantage claimed for the affiliating system is that it renders possible a

complete control over the teaching work in those cases when the colleges are too weak to be trusted. The advantage of the federal as distinct from the affiliating system is that it would give to the colleges a real voice in the design of their own curricula, and a share of responsibility for the determination of university policy. The exclusion of nearly all the mofussil colleges from these educative privileges is a feature of the existing system to which our attention has been repeatedly directed; and we feel it to be highly desirable that this disability should if possible be removed, especially in the case of the stronger and better equipped colleges."*

23. A reference to the history of the relation of affiliated colleges to the central bodies in the various provincial Universities shows that this complete control is more apparent than real. As we said earlier there have not been many instances of Syndicates having really been able to exercise any beneficial compulsion over colleges which were ill-equipped, ill-staffed, ill-housed and ill-managed. There have on the other hand been cases in which successive Inspection Commissions have reported the persistence of the same defects in certain affiliated colleges which had been pointed out by their predecessors for instantaneous rectification, and which still remained unremedied in spite of advice, admonition and threats from the Syndicates.

24. Notwithstanding the recognition of its many defects, the affiliating type is again becoming popular in India. The last Quinquennial Report on the Progress of Education in India recognises this change of attitude and seeks to account for it as follows:

"India is a land of large distances and small towns. The number of centres at which there is a sufficient student population to attend and, what is even more important, a sufficient number of educated persons to administer a university, is very limited. Although the growth of unitary teaching universities has been such a marked and such a satisfactory feature of the development of higher education during the past five years, there will always be in India a need for universities of the affiliating type."†

---

* *Vide* Report, Vol. IV, pp. 343-344. † *Vide* Vol. I, p. 64.

25. There are many persons who now hold that the affiliating type will probably again be that to which new universities in India will lean when they are organised in areas which are large and which are not sufficiently developed educationally. The forecast cannot apply to Kerala. Taken as a whole, this area cannot be considered to be educationally backward. If a new affiliating university is founded in it, it would be difficult to show how the position of a college in Kerala, which comes under the new University, will be better than it now is when it is under the University of Madras. We submitted a question on this point to our witnesses. Most of them have held that the advantages of the connection with such a new University will not be greater than those which its connection with the existing University brings. In the opinion of several witnesses, association with the older University would, on the other hand, undoubtedly bring greater prestige to the existing colleges. But there are some witnesses who have maintained that, even without an express right of participation in the direction of the University, the affiliated colleges, even in an affiliating University comprising Kerala alone, must obtain a larger share in the government of the University than they now do as members of the Madras University. They have stressed justly the educative value of such self-government as an attraction, and pleaded for an affiliating University for Kerala. Other advantages which might, in their view, appeal to the colleges in Kerala joining such a University would be the relative contiguity of the university centre to all colleges, and the possibility of a whole people who now share in a cultural unity being brought together. Among further benefits which the advocates of such a University of Kerala claim for it are the basing of the University on a common language and community of custom and social usage, the stimulus likely to be given to local effort and to the development of the vernacular and Sanskrit, and a climate congenial to the students as well as cheapness of living. These advantages should, in their opinion, weigh in favour of the colleges of Kerala electing to belong to a University located in the area, in preference to the continuance of the connection with the University of Madras even without a change in the type of the university.

26. It must be admitted that some of these advantages must be available to the colleges, whatever be the type of university which is founded in Kerala. The argument that local patriotism will help by founding colleges might be used in favour of both. In a compact area, efficient university control should be both more possible and likely, but whether this would be deemed an attraction by the institutions concerned or not will largely depend on their ideals and their efficiency.

27. We feel that neither a unitary uni-collegiate university nor a university of the simple affiliating kind could well be recommended. The alternative which remains is the suggested compromise. A meeting ground between the two leading ideals is generally believed to be contained in the federal type, as already described. Under a federal scheme, all the colleges in the university will be on a footing of equality. They will be equal in the matter of rights, but in representation, size, income and similar factors must also have a bearing. Under this system, a college at Calicut or Ernakulam, if smaller than a college at Trivandrum, will not have the same number of representatives in the university bodies. Their position would be analogous to that of the institutions in the Dacca University. There each college takes a share, though not necessarily an equal share, in the management of the University. Whether in education or in politics, the federal type will be obviously regarded as not a perfect type, but in both it will be recognised as more likely to serve the purposes of government, either a looser or more centralised type. In university organisation, there are two main practical considerations, *viz.*, the attainment of efficiency and the securing of economy in initial and recurring costs. Both these may be more easily ensured in a federal type than in either the unitary or the affiliating. A further advantage, which a federal university would bring, is the reduction of friction in the government of the university from a single centre. To many colleges even the name 'federal' might be attractive. It is a better word than 'affiliating,' as it would not convey any imputation or even implication of inferiority. A federal university would allow of sufficient elasticity in growth, and it would not stifle a healthy variety of collegiate

types. It would neither repress mofussil institutions nor promote a life of limited or inferior freedom. The association *as of right* of the various constituent institutions with the university must infuse in them a sense of responsibility. It may help to raise them to the standard of the better colleges situated in the heart of the university. An evil said to be inherent in the affiliating university, *viz.*, of the weaker colleges setting the standard, can, it is believed, be avoided in the federal. In the latter, power and responsibility will not be separated. In it university centres would arise by a natural division of labour between colleges. Overlapping and unhealthy competition between colleges will be minimised, if not entirely removed. In course of time, such university centres, properly developed, may become new universities. The hope expressed by Sir H. Sharp, of seeing in the fulness of time a series of localised universities of a unitary type all over India, would then be fulfilled. From its nature, a unitary university is permanent; a federal university is not. The former is satisfactory only if it is founded in an area in which there have been no colleges at all, or where the university comes into existence as the result of educational progress or the break up of an existing federal university. To form such a university in a tract in which the principle of affiliation has long prevailed is not easy. It may not even be as satisfactory as forming unitary universities by the fission of a federal university. In the former case, the affiliated institutions, which develop into unitary universities, may not have had the opportunity for continued participation, *as of right*, in the government of the university. They would therefore not have acquired the requisite experience, which the institutions similarly situated and forming an incorporated unitary university might bring, if they are taken from a federal university. Considerations of interstatal right might have less force against a federal university than against a unitary or an affiliating university. If the Kerala University is therefore federal, it would not become liable to the charge of doing away with the traditions of college autonomy or of running counter to local sentiment. Such a university may also promote concentration, by consent, of the resources in staff and equipment, at selected centres, for carrying on the higher work of the University.

It would be possible within the bounds of a federal university to form more than one healthy university centre in which all the advantages of associated work between Faculties, and between students engaged in both the higher and lower grades of university work, can be created, and full opportunities also found for collegiate and university teaching and residence. It will be remembered that these are the chief advantages claimed for a unitary university. They might be secured in a federal university quite as readily and without creating any galling sense of inferiority and of loss of autonomy in the colleges. Any tendency which might persist in a federal university for the weaker colleges to lower the standards can be easily checked, since the representation of the colleges in the university bodies will be in proportion to their strength. The governing bodies of the federal university will also be in a stronger position than those of an affiliating university. It cannot be denied that these are very important advantages to look for in a university formed to serve the whole of Kerala. A position of permanent subordination may be unacceptable to Cochin and Malabar, were they to become partners in an affiliating university started in Travancore. But they cannot escape such a status if that type is chosen and perpetuated. On the other hand, in a federal scheme in which they become, so to speak, equal partners, this will be avoided. The evils of the affiliating system are more pronounced the wider the area over which a university has jurisdiction. An affiliating Kerala University will be even less satisfactory than an affiliating University of Travancore. On the other hand, in a federal scheme, the advantages are likely to be greater when the university is neither too small (as when it is restricted to a single state) nor too large, (as when it embraces a whole Indian province). The compactness of the area of a Kerala University, along with the various other contingent advantages, clearly points to federal type as the one pre-eminently suited to the conditions of the tract.

28. In recommending federal type we have in view two models: one in which the constituent colleges are all located in the same centre, and the other in which the colleges are grouped together in a few selected centres. We consider the first of these the

more desirable. But we are unable on the evidence before us to come to any satisfactory conclusion regarding the feasibility of such a university if the whole of Kerala is accepted. If, after due consideration, this type were found impracticable for a Pan-Kerala University, we would recommend that Travancore, Cochin and Malabar should each have a recognised university centre at which the constituent colleges of Arts and Science should be concentrated. If the University, however, is confined to Travancore, we think that the colleges composing the University should all be located in the same place. The following resolutions, which we arrived at summarise our recommendations on the subject :

All the constituent Colleges of Arts and Science in the Pan-Kerala area should be located in the same centre. Failing this, the constituent colleges of Arts and Science in each of the areas of Travancore, Cochin and Malabar, should be located in not more than one centre within that area.

The constituent Technical and Professional colleges of the Pan-Kerala University should be located *as far as possible* in the centre or centres where the constituent colleges of Arts and Science are situated.

29. The centres we have suggested should be chosen after careful consideration of the relative claims of the different collegiate stations, and in such a manner as to prevent unhealthy rivalry and undue over-lapping, and so as to ensure the fullest economy of special aptitude or advantages. The federal system would secure, in a proper degree, the freedom so essential to the growth of the sound academic life and traditions. The experts of the London University Commission and Dr. Frederick Paulsen are agreed in condemning any system under which the university imposes galling restrictions of uniform and unvarying standards in courses, curricula and teaching. The danger of such encroachments on academic liberty will be much less in a federal than in a centralised university of the unitary type, or in an absolutely decentralised university of the pattern of the older provincial universities of India. The sense of responsibility and the sense of freedom go together. Both

will be induced by the federal system. "Responsibility," Dr. Paulsen has justly said, "is the correlate of freedom; the less of external compulsion there is, the more imperative is the duty of self-control." The combination of academic freedom with a due sense of what one owes to the university appears to us to be more easy of attainment in a university of the type that we recommend for the whole area, than in any other types.

30. Since arriving at our conclusions on the type of university for the Kerala country, we have had occasion to notice the recent developments in the scheme for a university for the Telugu districts. The Andhra University Committee had recommended a unitary type of university, but this was not acceptable to the leaders of the Andhradesa. They held that the proposed Andhra University should comprise *all* the Telugu districts, that Honours courses and research work should be provided in *several* constituent colleges, that constituent and affiliated colleges should exist over the whole area, that particular branches of study should be developed in different centres and that affiliated colleges should not undertake work above the standard of the Pass B. A. course. These views were set out in a recent Conference held at Vizagapatam. It is understood that a Bill embodying these features is being prepared by the Madras Government.

CHAPTER VIII

AREA OF THE UNIVERSITY

The area and the location of the head-quarters of the new University are two subjects on which there have been pronounced differences of opinion. The previous Committee were not precluded from considering a Travancore University which might in course of time serve the adjacent areas also. But they preferred to recommend a unitary University to be established at Aruvikkarai near Trivandrum. In the Dissenting Memorandum of four of their members, it was however argued that a Travancore University would not be as satisfactory as one embracing the whole of Kerala. In the G. O. constituting our Committee certain alternatives have been specified, having regard to territory, population and location, and we have been asked to examine them along with other possible schemes. The only restriction imposed on us concerns the location of the offices of the University, in regard to which the Government have definitely stated that they are not prepared to consider a site outside Travancore.

2. In view of their importance, prominence was given in our Questionnaire to these alternatives. It is due to the difficulty of the questions, as well as to the strongly opposed opinion in regard to every one of them, that we should first endeavour to indicate their different aspects before formulating our own conclusions and recommendations.

3. The last Committee recommended a unitary University to be formed on a site of about two thousand acres at Aruvikkarai near Trivandrum. The choice of this site was supported by reference to its moderate cost, its situation within easy reach of Trivandrum, its healthy character, facilities in it for building rapidly and cheaply and its extent, which would make it easy for the University to become fully residential. Our predecessors, like several of our witnesses, would not agree to an extension of the jurisdiction of the University beyond the limits of Travancore. The advocacy of a unitary type of university is generally coupled, in our evidence, with that for a limited jurisdiction. The latter is justified mainly

on the ground of the administrative convenience of having a compact area under a single state, with a comparatively high level of education. "The new University," it is said, "would be less subject to internal friction in its daily administration, and less liable to the growth of disruptive forces, if it does not extend its activities beyond *one* political unit." The previous Committee had maintained that, as at the time when they reported there was only one first grade college within Travancore, and *that* a State college situated at the capital, the opposition of vested interests to the concentration of all university work on a single spot need not be apprehended, if the site chosen was not far away from Trivandrum. Several of our witnesses claim that these conditions are still practically unchanged. In Malabar, Travancore and Cochin, there are now only three first grade colleges, and of these only one, *i. e.*, the Union Christian College at Alwaye, is outside Trivandrum. This institution was made a first grade college only *after* our Committee was formed. A University restricted to Travancore might not therefore, it is said, find it difficult to overcome the defects incidental to concentration of all real university teaching at a single centre, since there are now no vested interests comparable in magnitude to those of the Government of Travancore. In regard to the Union Christian College, it may also be contended that, by the terms of the deed giving it Government buildings and lands, this institution is bound to fall into line with the State if and when a university is started. It is further argued that the only demand of a sufficiently persistent and diversified character for a university has been from Travancore; that there has not apparently been the same desire for the creation of a new University either in Malabar or in Cochin, while in the case of the district of Tinnevelly, (the inclusion of which also we have been asked to consider), there is practically no evidence whatever of a similar demand; that a demand for first grade colleges may be held to precede logically one for a university, and to be the normal indication of a desire for the formation of a university; that the raising of the Hindu College at Tinnevelly to the first grade is still very recent, having been effected only after we closed our third session; and that, in Cochin, the desire for one or two first grade colleges was evinced even later. It is true that there has

been an agitation for a long time for a first grade college for Malabar, but it was only recently that a Committee was appointed to consider the question of raising the status of the Victoria College at Palghat to the first grade. This proposal has already come in for criticism in the West Coast Press, on the ground that Palghat is not centrally situated in Malabar, though it has admittedly the strongest second grade college in the district and is one of the most advanced educational divisions of the West Coast.

4. The above enumeration does not exhaust the reasons adduced for restricting the University to Travancore. There are two further arguments to be considered. The first of these deals with the question of probabilities, and the second with that of academic efficiency. It is argued that, if a University is started by Travancore, whether it embraces a wider area or not, the collegiate institutions within the State will still have a virtual pre-eminence in the University owing to their number, variety, strength, age and efficiency, and that the bulk of the expenditure of the new University will also have to be met by or in Travancore. It is maintained that the association of the adjacent areas with a University started in Travancore will do little to reduce the commitments of the State on account of the University, or materially add to its financial strength. The second argument lays emphasis upon the necessity of having a university of a proper size, neither too big nor too small for efficient management. This argument is enforced by appeals to the figures of the number of non-Travancoreans at present studying in Travancore colleges, and that of Travancore students who are now pursuing their studies in institutions outside the state. A reference to the figures in Statement No. IV printed in our volume of appendices shows that in recent years the number of students from Cochin and Malabar, in the non-technical institutions in Travancore has been practically negligible, while the number of Travancoreans attending colleges outside the State has shown, year by year, a large and continued increase. It is accordingly argued that the formation of a University in Travancore might attract the emigrant students, and that the addition of such a contingent of returning Travancoreans

to the existing large number of students within the State will bring up the aggregate strength of the colleges in the new University to a level which can be regarded as more than adequate for efficient *university* work. If Travancore undertakes to serve a wider area and if, at the same time, it also encourages academic concentration in a single centre, the unitary University so created, it is feared, will become unmanageable in size and steadily less efficient, and that the inclusion of the adjacent areas will lower the standards of work in the university, and as a consequence, its prestige.

5. Progress in recent years in Travancore, particularly in the direction of an extension of political rights and the creation of responsible government, might give point to a further argument in favour of keeping the University for Travancore alone. As the Travancore Legislative Council must vote the necessary funds, some disinclination to spend large sums of money raised in the State on the higher education of the adjacent areas, may not be unnatucal. This disinclination may become pronounced, if the cost per head of higher education in Travancore rose, as it *may*, after the incorporation of areas, not quite so advanced educationally as Travancore.

6. The idea of limiting the University to the State has been assailed by several of our witnesses. The formation of a University for Travancore alone, leaving the adjacent portions of Kerala to shift for themselves, will, they argue, be unneighbourly and generate feelings of bitterness. The irritation in Cochin and Malabar might take the form of even a refusal to co-operate with the University of Travancore, should it be willing later on, to throw its doors open to them. Those responsible for higher education in Cochin and Malabar may then prefer to continue their connection with the University of Madras, or may even start Cochin and Malabar colleges as constituent institutions within its ten-mile radius. Unless Travancore indicates its preparedness *from the outset* to admit the whole of Kerala, on terms reconcilable to the self-respect of Cochin and Malabar, it is probable that the new University will not get the chance of ever serving the wider area. Other objections have also been advanced against a University confined to Travancore. Among them are : (1) the possibility of the outlook of a university restricted

to a single state becoming parochial and narrow ; (2) the chances of the subordination of the University to the administration of the State and of its easily succumbing to unhealthy local influences and yielding to popular clamour in favour of low examination standards ; (3) its want of prestige owing to the smallness of its jurisdiction ; and (4) its liability to be strangled, even in the initial years, by financial difficulties, because of the inability of a single state to bear the cost of so expensive an institution as a university. These criticisms have not gone unanswered. It is retorted that, in a university, size is not a necessary condition of efficiency or reputation; that its prestige is essentially a result of time and the careful nurture of traditions of high ideals and sound work; that, in the West, small universities have had no difficulty in becoming famous ; that, on the other hand, there are, both in the West and in the East, many instances of universities which serve vast areas and millions of people, but are decidedly inferior to numerous smaller universities, both in efficiency and in prestige ; and that the assumption of financial weakness as inherent in a small university overlooks the circumstance that in such a body the expenditure will be less than in a large university. It is pointed out that, in regard to the proposed University, the relevant point for consideration is whether a town like Trivandrum, in which very large sums of money have already been expended on institutions of a university character, is or is not fit to have a University, and, particularly, if by having one, the university institutions already existing in the town can be more efficiently co-ordinated than at present, and at a not much greater cost. It is affirmed that the financial position and outlook of Travancore are not by any means unsatisfactory. The anticipated subordination of the University to the Government of the State, presumes that such a servile relation is a necessary incident of a small university in a small state. Large universities can be and have been departmentalised. There are, on the other hand, many instances of small universities which have maintained their autonomy and self-respect even in small states. It is also pointed out that the arguments against a university restricted to a single state proceed upon two assumptions, both of which require to be

first proved, and neither of which is easy to establish. The first is that the temptation and the opportunity to encroach on the liberty of a university is greater in a small state than in a large one and that it is greater in an Indian state than in British India, and the second that there is something baneful in the association *per se* of a university and a state. We recognise that there may be some force in the second of the above pleas. From the general trend of this Report, it will be clear that we believe firmly in the necessity of internal freedom to the university, in order that it may have, from the outset, the assurance of the fullest measure of individual and collective liberty to pursue its own ideals in the manner most conducive to their attainment. At the same time, we would be guilty of ignoring certain prominent features, in the history of Indian Universities, if we allowed to go unchallenged the implication that even a legitimate degree of control or supervision by a Government cannot inure, under *any* circumstances, to the benefit of a university. Despite some mistakes, it has been largely through the association of the State with the Universities of India, that an efficient and orderly administration has been built up for them, and that higher education has been spread so extensively, with so much economy of resources, and in such a short period, throughout India. It would be as idle as it would be unfair, therefore, to ignore the good that has come out of such association, in order to exaggerate any of its untoward and incidental consequences.

7. A university might be a costly affair. One whose resources are enlarged by the expansion of its jurisdiction, without a simultaneous and corresponding increase in its expenditure on the lower grades of work, might have a better chance of competing successfully with older and successful foundations, than another whose jurisdiction is limited *for ever* to a single State. The co-operation of Travancore, Cochin and Malabar, might well be believed to be capable of increasing the resources of the new University. This inference would be valid, if it can also be assumed that it would lead *first* to substantial financial contributions from each of the partners to the scheme, and *secondly* to an agreement to develop the higher work of the University in one centre or a limited number

of centres, where such work has already been successfully pursued. The question, therefore, hinges largely on the nature of the financial help which the new University might rely upon getting from Cochin and Malabar. What these contributions may amount to may become clear, if, as we hope and recommend, the Government of Travancore, enter into *pour parlers* with those responsible for the administration of the adjacent areas, in order that they might ascertain the character and extent of the support which the scheme for a Kerala University might count on receiving. It is not right, we venture to think, to condemn a University restricted to Travancore, on this ground, and at the same time treat the nature and the dimension of the contributions to be made by Cochin and Malabar as mere matters of detail to be settled later on by negotiation. Such a procedure or course of reasoning can be valid only if there is the certainty that the contributions made will be both adequate and constant. We have already said that the parochial outlook of a university is not a necessary deduction from its limited jurisdiction, and that such a criticism cannot hold against a Travancore University, unless it can be shown that those who will be responsible for the administration of the University hereafter will necessarily be less broad-minded and less desirous of promoting high academic ideals than if they are brought into association with the people of Cochin and Malabar.

8. The plea for the extension of the jurisdiction of the University beyond the State is based upon the belief that support of both the sister state and of the Madras Government might be more naturally expected for it in securing wider recognition for its degrees than would be possible if the University was restricted to Travancore. The underlying assumptions of this argument are two, *viz.*, that the function of the University is to train recruits for the public services, and that the main attraction of a university career is its fulfilling this function, and secondly that Governments, as far as possible, must recruit to their services, only from candidates who have qualified themselves in a university situated within their own territorial limits.

9. Most of the other arguments against a Travancore University appear to rest on the belief in the relative superiority of an All-Kerala University and its more attractive character. It is argued

that the whole of Kerala forms a single ethnic, geographical, cultural and linguistic unit, and is better marked in every way in its features than any other Indian area ; that Malayalam is the language of the tract, not being found outside it and forming the mother tongue of nine persons in ten among its inhabitants ; that the character of the area and the physical barriers which separate it from the adjacent districts have created distinctive institutions ; that its abundant and natural communications have, at the same time, restrained tendencies to disruption and tended to the social homogeneity, and that its isolation from the rest of India is as conspicuous as its cultural unity. These are the grounds on which it is said that any attempt "to divide up what nature and history have tended to unite" would be unwise, and run counter to such natural and reasonable sentiment. The educational progress in different parts of Kerala has been relatively more uniform than similar advance in other provinces of India. It is also urged that a university has a duty to promote the language, the culture and the higher intellectual and moral interest of the area in which it functions and that this alone would justify its formation on a linguistic basis.

10. In some of the evidence before us, it is argued that "in the course of centuries, Kerala has become not only a geographic unit, but a linguistic and social unit, and that a common culture and common traditions have been built up on the foundations of a common language and perhaps of a common race ;" that "the similarities in food, dress and social customs and in the structure of society are striking; " that "Malayalam language and literature are the common inheritance of all parts of Kerala ;" that "standards of literary taste and appreciation are uniform within the area ;" that "many organisations of a religious or communal character have sprung up in Kerala which have crossed the political boundaries of its units ;" that "the consciousness of the unity is even more important than the fact of the unity;" that "in the construction of the new University such a valuable spiritual asset should not be ignored or made light of, since such a body might be one of the best means of cherishing the feeling and intensifying it ;" and lastly that "a Kerala University would not merely become the custodian of

whatever is characteristic in the history and culture of the West Coast, but it might supply the intellectual motive forces required for the further development of that culture and its progressive interpretation."

11. These are the main grounds on which several of our witnesses have pressed for a Pan-Kerala trend to the new University *from its birth.* We have considered the arguments brought forward in favour of this proposition as well as the criticisms of it. We recognise that there is undoubtedly a sense in which there is a duty on a university to emphasize what is best in the culture of the area and of the people who are served by it. But it is equally evident to us that the proper function of a university is less to stress points of cultural differences than to evolve a spirit of receptivity, welcoming all that is best in other cultures. For instance, it can be asked whether, as against the plea for a local University to promote and accentuate the cultural features of Kerala, there are not the higher ideals implied in such an institution as the Viswabharati of Dr. Rabindranath Tagore. A University, whether for this area or any other, should therefore attempt to realise both aims. It should not be forgetful of its obligation to either ideal. It is undeniable that, while in some respects, sectional differences are perhaps more numerous in Kerala than in any part of India, owing to the cleavages due to social stratification, to religious and ethnic differences, to historical causes and to competing political allegiances, there is nevertheless sufficient homogeneity among its people to justify its being treated as a distinct cultural unit. That this is so is in a large measure due to the great educational work which has been carried on within Kerala during the past half a century. The consequent pre-eminence which its population has attained in the matter of general cultivation might justify the hope of the combination of the different sections of its peoples for common ends. Harmony is essential for sound administration no less in a university than in a state. It would undoubtedly be a good augury for the future of a Kerala University if such mutual helpfulness among its members might be postulated from the moment of its birth. A tendency towards such co-operation has already been evinced in common plans for associated

endeavour between Cochin and Travancore. As instances, one might recall the common postal service between the two States, and their co-operation in the development of the Cochin Harbour. In plans for the development of railway communication and transport, and the opening up of the whole area generally as well as in schemes for industrial development, it is not unlikely that this spirit of association which has already borne good fruit will be continued. The multiplication of universities running on the same lines and doing the identical kind of work, without any well thought out scheme for a division of labour between them and for the prevention of overlapping, has been deprecated both in India and in the West. Despite the increase in the present and prospective number of Indian Universities, the improvement of the languages and the culture of the Malayalam people awaits still the advent of a University formed on the West Coast, whether it be restricted to Travancore, or extended so as to serve the wider area which would recognise this work as its own. A local University might be in a better position to fulfil this duty if it embraced the whole of Kerala than if it were restricted to a part of it. Practical exigencies have made the University of Madras look for workers in this area to enable it to discharge its functions in regard to Malayalam. A University located in Travancore will similarly find that, despite its nominal restriction to a single state, in practice it will have to seek in Cochin and Malabar members for its administrative and academic bodies. There will thus be sufficient justification for bringing the ideals into accord with the actual administration by incorporating all the parts of Kerala in a common University. The variety of outlook and of institutional life, which might arise more easily in the wider area than in a single state might even ensure a larger degree of freedom for the new University in its daily work and at the same time bring with it the opportunity for such constant and friendly intercourse between prominent persons in the three sub-areas of Kerala as might promote the growth of a healthy identity of interests and feelings.

12. These are attractive features in a scheme for an All-Kerala University. They will not, however, justify us in overlooking the objections which are urged against it, mainly on the grounds of the

unfeasibility of the immediate realisation of the scheme, and of some of its incidental features. The harmonious co-ordination of three adjoining areas, with traditions of rivalry and conflict of interests, might, it is urged, be easier to desire than to create. The embers of dormant rivalry might be fanned into flame by such opportunities as might be afforded by a new institution filled with many enthusiastic workers. The division of powers and duties among the three Governments might lead to misunderstanding and wrangling. If the University can only be started by interstatal negotiation, there is the possibility that its foundation might be indefinitely delayed. Disputes may arise in regard to the superior position assigned in its governing bodies to one or other of the areas, particularly when considered along with the distribution of privileges and burdens. These are real practical difficulties which a Kerala University will have to face. But they appear more likely to be incidental to the *starting* of the University by all the three powers acting conjointly than as inherent and incurable defects of the scheme. We are accordingly inclined to be hopeful that a mode of organisation could be devised in the new University and that its constitution and objects might be drawn in such broad lines as to enable it to overcome these difficulties as they arise.

13. The balance of the argument for and against a University which, *from the outset*, will embrace the whole of Kerala, suggests a compromise which appeals to us. This is for the formation by or for Travancore of a University *to begin with*, which would at the same time keep its doors open for Cochin and Malabar, should they hesitate to join at the beginning and become partners in an All-Kerala University, but desire later on to do so. For those who have advocated either of the two other schemes, and who cannot agree to a start being made unless their idea was to be effectuated, this may provide a compromise. There are those who hold that, if a University, founded in Travancore, tends to become a Pan-Kerala University, any idea of having a University might well be given up since it could only lead to the creation of a University with serious administrative and academic defects. On the other hand, there are others who have assured us with not less emphasis that, unless the

University includes the whole of Kerala from the commencement, the formation of such a body will not only be impracticable, but the separation from the Madras University would be both unwelcome and undesirable. These views appear equally to ignore their own defects as well as the merits of the rival scheme. Even in an All-Kerala University, should the mode of organisation devised for it be neither of the unitary nor of the affiliating kind, there might be little danger of any station, including that in which the offices of the University are located, having so many students and institutions becoming too big for effective work. On the other hand, those who feel intensely the obligations of a Kerala University to the culture of Malabar hardly appear to do sufficient justice to themselves by urging the continuance of a connection with the University of Madras (in which the obligations are not now recognised) in preference to helping the formation of a University in Kerala which will have definitely to accept such duties.

14. As already pointed out in an earlier part of this Report, a federal University for Kerala will be free from the evils which several of our correspondents apprehend in an affiliating University for the whole of the West Coast. It could avoid the danger of excessive concentration at a single university centre, which many witnesses appear to dread. A start has to be made by negotiation before a Kerala University can be formed. In such negotiations clear plans are required for success. Travancore might, therefore, find it both wise and expedient to make the start. It could hardly be blamed for taking the initiative. For, the need for a separation from the University of Madras is not yet as great or as immediate or as much felt in other divisions of Kerala as it has been in Travancore. One of the admitted aims of the recent university legislation in Madras is the promotion of local universities. Section 53 of the Madras University Act of 1923 lays down that, at the end of *five* years, the Senate should submit a report to the Government of Madras on the condition of its affiliated colleges, and on the desirability or otherwise of establishing other universities outside the limits of the Madras University, and that the local Government should then lay the report before the Legislative Council of Madras

and take such action as they deem fit. The institutions in Travancore might conceivably be held to stand to gain more by starting a University now, than by waiting to be sent out, in pursuance of this section of the Madras University Act, if and when it suits the parent University.

15. The evidence that we have had before us, particularly in regard to each of the three schemes mentioned in paragraph 15 of G. O. No. 276, dated the 15th April, 1924, appears to lead to the following conclusions :

(1) There is sufficient justification for Travancore proceeding with the formation of a new University.

(2) The progress of communication both within and without the State would make it easy for a University founded by Travancore to serve equally well as an All-Kerala University.

16. We also feel that it would be most desirable from an educational point of view—we might go further and say, from every point of view—that the new University should embrace, from the commencement, the area composed of Travancore, Cochin and Malabar. But we hesitate, in the absence of any opportunity to know the minds of those responsible for both the areas, to say whether, in the actual circumstances of Kerala, now or in the near future, an All-Kerala University can be brought into being by the conjoint effort of the three Governments concerned. The question is one which can be satisfactorily investigated only by them. We consider it, therefore, to be of importance that *before* starting a University, Her Highness' Government should ascertain the possibility of securing the *immediate* co-operation, on reasonable terms, of the Governments of Cochin and British Malabar, in initiating an All-Kerala University in which Travancore would be assigned its due position. If, as a result of such negotiation, Her Highness' Government find that the necessary co-operation is not *at once* attainable, we consider that the University should still be started, and that, in spite of the disappointment caused by the failure of the negotiation, it should be so arranged that the new University will

keep its doors open for the eventual incorporation on equal terms with that of Travancore, of educational bodies or institutions of university standing in the other parts of Kerala. We are hopeful that the preparedness of Her Highness' Government to take up the position which we have recommended may itself go far to secure the needed co-operation.

17. The place of Tamil both in Travancore and in other parts of Kerala raises a difficult question. According to the last census, the Tamil-speaking population numbers 6,24,917 in Travancore, 57,574 in Cochin and 1,10,881 in British Malabar, and 7,93,372 in all these areas out of an aggregate population of more than eight millions.* The proportion of the Tamils is greatest and their concentration is most intense in the southern taluks of Travancore, in the taluk of Shencottah and in a number of villages in the vicinity of Palghat. Except in these places, the Tamil population in Kerala is sporadic. Appeals have been made to us to preserve the language and the culture of the Tamil element for the benefit of this population. An apprehension seems to be entertained (to judge from some representations which we have received) that the interests of Tamil will be lost sight of if a Kerala University is founded, and that the importance of Tamil is more likely to be reduced in the wider area where it is spoken by about a tenth of the population than in a University confined to Travancore where it is the mother tongue of a sixth of the people. We have considered the question carefully, and do not see any valid ground for the fear that, even in a University embracing the whole of Kerala, the interests of Tamil or any other language, spoken by an influential minority, are likely to be neglected. Apart from other considerations, the historical relationship of Tamil and Malayalam (which are now habitually elected together by candidates in "two languages" for their degree examinations in the University of Madras), must help rather than retard the development of Tamil in the new University. We are accordingly disposed to regard the complaints of the representatives of Tamil, not so much as against a Kerala University scheme, as indications of their natural wish that

---

* *Vide* Table appended to this Chapter.

one of the duties which should not be lost sight of by such a University is the development of Tamil side by side with Malayalam. In a representation made to us by some Malayalees now resident in Madras, we were glad to notice sympathy with the aspirations of the Tamilians in Kerala.

18. It is among those who have argued for a position of equal prominence for Tamil with Malayalam that are to be found the advocates of the inclusion of Tinnevelly in our University scheme. It is natural that this should be so. The addition of this district will add substantially to the weight of the Tamil element in the University. Both in Travancore and other parts of Kerala, the Tamil population has had a useful and honourable history. The tradition is unvarying of friendly co-operation between this community and the Malayalam population. The importance attached by the Travancore Government to Tamil is shown by the Proclamation issued in 1816 by Her Highness Rani Gauri Parvati Bai, appointing a Tamil teacher in every Sarkar school even in places north of Quilon. In spite of the very small number of Tamil students who have been attending the Maharaja's Colleges in Arts and Science, a Tamil section has been maintained in both. The inclusion of Tinnevelly must necessarily bring Tamil to the front, but not more necessarily so than is likely to be the case even in a Kerala University in which the conservation of Dravidian culture and research work in the Dravidian languages and literatures are regarded as important duties. There are other arguments too for the incorporation of Tinnevelly. It is said that many persons in Tinnevelly and Travancore have interests in both; that the means of communications by railway and by road are bringing Trivandrum and Tinnevelly even closer than hitherto; that, when both the ports of Cochin and Tuticorin are developed, economic forces will bring Travancore and Tinnevelly more closely together; that one of the proximate schemes of railway extension in the State is that which is to link Trivandrum and Tinnevelly by a shorter route than the one now available; that a large number of students from Tinnevelly have sought admission in the colleges of Travancore for many years past; that in recent years the overflow

of the students of Travancore has been provided for by the colleges in Tinnevelly, and that the inclusion of Tinnevelly in the territorial jurisdiction of a Kerala University would bring an accessible and valuable area whose institutions and populations would reinforce those of Kerala and also serve to bring about a better balancing of the various communities within both. The force of the last argument might be evident from the tabular statements appended to this chapter. It will be noticed that the addition of Tinnevelly would imply a considerable strengthening of the Christian and Muhammadan elements in the populaiton which the Kerala University will then serve, and make the new University in some respects one of the most important educational bodies in India from the standpoint of these communities. Variety of culture and variety of interests are both desirable in an academic foundation. The inclusion of Tinnevelly might ensure both to the Kerala University. It is also stated that the scope for endowments in the new University will be enlarged by the incorporation of this district which has a large and opulent landed aristocracy, comparable to those of Malabar and Cochin.

19. Nevertheless, we have to recognise that in our evidence there is a distinct indisposition to agree to the Kerala University undertaking the responsibility for the higher education of Tinnevelly. The objections to the incorporation are partly on geographical and partly on linguistic considerations. The physical character of Tinnevelly is on the whole different from that of the West Coast. The idea of the inclusion of such a large Tamil population has, in some quarters, generated a feeling almost approaching a panic, that the interests of Malayalam will be lost sight of with so powerful a Tamil partner. A new University must be prepared to face the spectre of financial difficulties in its earlier years. In any case its resources cannot be so great as to allow it to undertake independent work or to strike out new lines of departure in many directions. That Malayalam will have the first claim upon a Kerala University is obvious. But, if a powerful Tamil population is added to that for which the new University has to provide, the interests of Malayalam might not inconceivably suffer by an increase in the

amount of financial and other assistance given to the development of Tamil. The question of neighbourly obligation cannot rise in the same degree between Tinnevelly and Kerala, as between Travancore, Cochin and Malabar. A Tamil University centred either in Trichinopoly or in Madura is one of the likely things of the near future. The natural place of the colleges of Tinnevelly will be in such a Tamil University rather than in one working on the other coast. This is shown by the inclusion of Tinnevelly within the reference to the Committee, appointed by the Madras Academic Council in August, 1924, to devise by the co-operation of colleges, university centres for the Tamil country, which might in due course become new universities.

20. The inclusion of Tinnevelly is one of the points which we have been obliged to consider by the terms of our reference. When we dealt with it we had not before us anything like the evidence of a popular demand for association with the new University that we have had from Kerala. It is possible that the question does not yet strike the people of Tinnevelly as one that concerns them immediately. We are accordingly obliged to conclude that it would be best not to recommend that Tinnevelly be brought within the ambit of the new University.

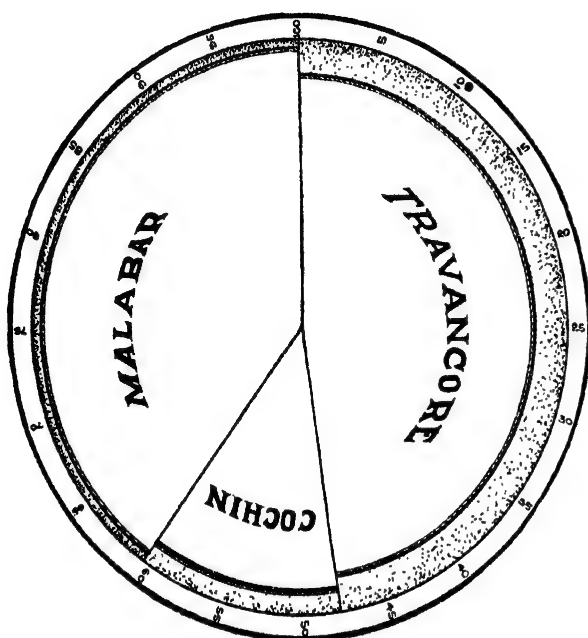
21. The incorporation of South Canara has also been suggested by correspondents. We have considered the proposal though it is not included in our reference. Academic concentration has gone on very much more rapidly in South Canara than it has done either in Malabar or in Tinnevelly. Ethnic, cultural, and geographical homogeneity are easily postulated between South Canara and the rest of Kerala. The traditional definition of Kerala places it between the two limits of Gokarnam in South Canara and Cape Comorin in Travancore. Settlers from South Canara have formed an important element of the population of Kerala. They have been prominent in the religious life of Malabar. In portions of South Canara a custom approximating to the Marumakkattayam law of inheritance has long been followed. At the present time, the movement of students is as unrestricted between Mangalore and the educational centres in Malabar, Cochin and Travancore, as it is

between any two stations which are more contiguous. This is largely due to the circumstance that the only first grade colleges belonging to the Roman Catholic Community are the two colleges for men and women, respectively, at Mangalore. One of the taluks of South Canara speaks Malayalam. From one end of Kerala to the other, there is an imperceptible shading, both physically and linguistically. There might, therefore, seem to be more reason *prima facie* for the accession of South Canara to a Kerala University than of Tinnevelly. The remoteness of South Canara would make it difficult to provide for it a place in a Kanarese University, unless the scheme of railway connection between Bhatkal and Mysore becomes an accomplished fact. If it does, South Canara can take its place as a Kannada speaking area in the University of Mysore. This point has been pressed upon us by those who do not approve of the idea of bringing South Canara within our University scheme. They have advised us that it would be best, as in the case of Tinnevelly, to regard the inclusion of South Canara as not immediately feasible or desirable. We recognise that the arguments will not have the same force against South Canara as against Tinnevelly. We do not, however, propose to go on the assumption that such an incorporation need be considered in working out the details of our scheme. For, if the idea of a University for all Kerala is accepted, it would be possible to count on the existence of a reserve of strength in the University, sufficient to enable it to undertake an extension of its jurisdiction over South Canara, if the idea ever proves acceptable.

22. A review of the resources available for a University in Kerala is not without impressiveness. A University embracing, whether immediately or later on, the area of Travancore, Cochin and British Malabar would form a compact tract of less than 15,000 square miles, with a more or less homogeneous population of over eight millions. The preparedness of this area for higher education has been attested by the presence of feeder schools and collegiate institutions of the first or second grade, and by the large number of persons who have already received academic training and who would form a proper body to draw the administrative material for the new University from. The progress of general literacy in both

the sexes and in all communities, and the comparative accessibility of the different collegiate centres to one another, are more conspicuous here than in any other part of India. This tract is only half that of Mysore and is less than one-tenth of that of the present area served by the University of Madras. If a separate University were to be formed for it on a federal basis, the number of its first and second grade colleges would be 5 and 11. There would be, besides these, professional colleges and colleges for oriental studies. The number and variety of institutions of a university grade would be far greater within this area than within any other tract of corresponding size, compactness and population. Its people have shown in many respects more progressive tendencies than those in any other part of India particularly in the provision of opportunities for the education of girls. The concentration of educational work is already much more intense within Kerala than in any of the existing territorial Universities. The advantages of a compromise between the unitary and affiliating types, which so many of our correspondents have recommended, can be more easily realised within a territory presenting so many features of homogeneity and diversity and of such compactness and accessibility. Schemes for such a compromise between university ideals and types have not yet been made in conditions so favourable for their success as in Kerala. The presence of a large academic society and the liberal environments which have been claimed as the outstanding merits of the centralised university will be available in a generous measure in Kerala if a new University is founded within it which will enable it to become even more thoroughly united and more prepared for academic co-operation than it now is.

DIAGRAM SHOWING POPULATION, LITERACY IN ENGLISH & LITERACY GENERAL IN TRAVANCORE COCHIN & MALABAR.



Reference..

	TRAVANCORE	COCHIN	MALABAR.
Literacy General.	24.2 %	18.5 %	12.7 %
Do. in English.	1.5 %	1.8 %	1 %
Scholars in High schools.	1%	1.9 %	0.4 %
Population.	49.6 %	12.1 %	38.3 %

The areas of the sectors are proportional to the population.

VERNACULARS (1921).

Division.	Malayalam.			Tamil.			Total population.	Area in square miles.
	Total.	Males.	Females.	Total.	Males.	Females.		
Travancore ...	3,349,776	1,697,323	1,692,323	624,917	318,507	306,410	4,006,062	7,625
Cochin ...	882,832	433,529	449,293	57,574	29,446	28,128	979,080	1,479
Br. Malabar ...	2,934,982	1,527,008	1,507,974	110,881	55,223	55,658	3,098,871	5,792
Anjengo ...	5,261	2,557	2,704	113	51	62	5,918	1
Tinnevelly ...	889	609	280	1,720,000	839,477	880,523	1,901,396	4,325
S. Canara ...	254,240	126,303	127,937	1,138	709	429	4,247,378	4,021
Total ..	7,427,970	3,687,329	3,780,511	2,514,623	1,243,413	1,271,210	11,238,695	23,243

LITERACY IN ENGLISH AND LITERACY GENERALLY (1921).

No.	Division.	Literacy in English.			Literacy General.		
		Total.	Males.	Females.	Total.	Males.	Females.
1	Travancore ...	53,611	48,641	9,970	9,68,133	6,72,066	2,96,967
2	Cochin ...	18,006	14,730	3,276	1,81,410	1,32'090	49.320
3	Br. Malabar ...	31,254	26,417	4.837	3,93.020	3,15,052	77,968
4	Anjengo ...	657	323	334	1,745	985	760
5	Tinnevelly (New) ...	20,376	17,980	2,396	2,53,138	2,18,351	34,787
6	Sattur ...	1,978	1,860	118	31,362	28,868	2,494
7	Srivalliputur ...	1,757	1,690	67	23,741	22,031	1,710
8	Tinnevelly (old) ...	24,111	21,530	2,581	3,08,241	2,69,250	38,991
9	S. Canara ...	13,841	11,109	2,732	1,16,113	97,934	18,199

N. B.—Sattur and Srivelliputur Taluks formed part of the Tinnevelly District but recently they were transferred to the Ramnad District. The figures for the old and new Tinnevelly District are given separately against 5 & 8.

AREA, POPULATION AND RELIGION (1921).

Division.	Area in Sq. Miles	Population.			Hindu.		
		Persons.	Males.	Females.	Persons.	Males.	Females.
Travancore .	7,625	40,06,062	20,32,553	19,73,509	25,49,664	12,84,934	12,64,730
Cochin .	1,479	9,79,080	4,82,959	4,96,121	6,46,132	3.15,418	3,30,714
Br. Malabar .	5,792	30,98,871	15,10,732	15,88,139	20,39,333	9,86,507	10,52,826
Anjengo .	1	5,918	2,823	3,095	1,782	876	900
Tinnevelly .	4,325	19,01,396	9,26,515	9.74,881	15,99,962	7,85,003	8,14,959
S. Canara .	4021	12,47,368	6,06,280	6,41,088	9,81,034	4,74,907	5,06,127
Total .	23,243	1,12,38,695	55,61,862	56,76,833	78,17,907	38,47,645	39,70,262

Division.	Musalman.			Christian.		
	Persons.	Males.	Females.	Persons	Males.	Females
Travancore .	2,70,478	1,40,396	1,30,082	11,72,934	6,00,507	5,72,427
Cochin .	68,717	34,940	33,777	2,62,595	1,31,758	1,30,837
Br. Malabar .	10,04,327	4,96,553	5,07,774	54,650	27,397	27,253
Anjengo .	219	111	108	3,917	1,836	2,081
Tinnevelly .	1,09,061	48,599	60,462	1,92,350	92,895	99,455
S. Canara .	1,51,756	75,207	76,549	1,06,354	51,908	54,44
Total .	16,04,558	7,95,806	8,08,752	17,92,800	9,06,301	8,86,499

CHRISTIAN DENOMINATIONS IN THE AREA (1921).

Denomination.	Travancore.	Cochin.	Br. Malabar.	Anjengo.	Tinnevelly 1921.	S. Canara.	Total.
ALL DENOMINATIONS.	1,172,934	262,595	54,650	3,917	192,350	106,354	1,792,80C
Anglican Communion .	67,026	651	1,267	2	83,790	41	157,777
Armenian .	2	...	...	...	...	...	2
Baptist .	1,439	31	2	...	598	...	2,380
Congregationalist .	108,062	3	37	...	...	...	108,102
Lutheran .	3,502	57	268	...	468	3,083	7,378
Methodist .	1,285	...	15	...	1,048	1	2,379
Minor Protestant Denominations .	3,964	914	23	..	178	...	5,079
Presbyterian .	44	4	114	...	9	...	171
Protestant (Uncertain or Sect not specified) .	755	1,985	624	...	...	1,966	7,330
Roman Catholic .	327,979	108,739	23,559	3,906	103,168	96,481	663,835
Romo-Syrian .	283,333	120,372	...	...	..	...	403,705
Salvationist .	33,824	...	...	..	...	...	33,824
South Indian United Church .	2,548	...	...	7	3,079	32	12,604
Syrian } Jacobite .	225,851	24,325	6,938	...	..	...	250,179
Syrian } Reformed .	107,862	3,692	21,764	2	6	1,747	135,073
Others .	998	1,822	9	...	6	...	2,835
Sect not returned .	1,457	..	...	...	72	...	4,529

CHAPTER IX

The Location of the University

The question of location has given rise to much more controversy and has even generated more warmth in discussion than the allied questions of the area to be comprehended and the type to be adopted. This is explicable. It is always possible to meet such defects as are not necessarily inherent to a type chosen. For instance, if it be held that sound work necessarily implies the fullest provision for residence and teaching in the university, it is still possible to provide this in types of universities so contrasted as the unitary and the affiliating. Similarly, in regard to the area to be included, it is possible to hold either that it should be small at the beginning and grow with the successive stages of development in the new University, or it might, from the outset, be wide and become restricted as, in course of time, a number of centralised universities spring within it. A University started in Travancore but keeping its doors open to the gradual incorporation of institutions in the adjacent tracts would be an example of the first of the above alternatives. In the fulness of time, if a University for Kerala, organised on a federal basis, developed a number of university centres within its jurisdiction, which are to become potential universities, the ideal indicated in the second of the above alternatives is not beyond realisation. The question of location thus rests on a somewhat different plane from those of area and type. If a centralised university is founded by the concentration of the resources in equipment and men in one locality, it is not possible to count on its being changed to any other locality without heavy monetary loss. If the Government of Travancore proceeded to act on the recommendations of the preceding Committee, founded a teaching and residential University for Travancore at Aruvikkarai and created what would practically be a university town in that locality, the abandonment of this centre, in favour of any other place like Alwaye, must entail a stupendous loss. Even in an affiliating university, it is difficult to change a centre already in existence without a heavy sacrifice of money and sentiment. It is due to this that rival areas vividly realise that the opportunity to

secure a university capital of easy access for their population, if once lost, cannot be recovered afterwards. It is this consciousness that gives an edge to the criticisms by the different areas of the selection of such localities for the University as are liable to be most inconvenient to them. Our recognition of the causes that have contributed to the embitterment traceable in the public utterances and even in the evidence and in the discussion of this question of the selection of the university centres makes it incumbent on us as a Committee to state, as fairly as possible, the case for and against each of the chief sites suggested in the Press, the platform, in the evidence tendered to us, and in the course of our own discussions.

2. The questions of site and type are in a sense bound up with one another. For example, the importance to an area of securing university sites within it diminishes *progressively* if the type of university chosen happens to be the unitary, the federal and the affiliating types. The widest divergence of opinion as regards rival centres is, therefore, naturally between those who advocate a unitary type of university and those who favour an affiliating type. Among the former, opinion is divided practically between two centres only, *viz.*, Trivandrum and Alwaye. The claim of Alwaye to be the seat for a unitary university for the whole of Kerala has been urged not merely on the ground of the superior merits of the locality itself, but it has been put forward on the ground that it would meet the express injunctions of the Government of Travancore that no place outside Travancore should be considered for the head-quarters of the university. Among our witnesses the advocates of the affiliating or federal types have not shown the same desire for the selection of one centre to the exclusion of others. Most of the suggestions of other places besides Trivandrum and Alwaye for the location of the university have naturally come from them. The proposals for the formation of a unitary university for Kerala have naturally been influenced by the features of the older unitary universities of England. Thus, those who have made them are practically unanimous in recommending a university of the multi-collegiate type, situated in a special university town or

in a special university quarter in an existing town, where the University could exercise the fullest jurisdiction, where ample facilities would exist for the development of not only the scholastic sides of the University, but the social and extra-mural activities associated with the modern conception of a university. This is probably why so many of our correspondents have laid stress upon the existence of a big university campus, comprising some hundreds of acres, situated near running or still water in which boating is possible. The preceding Committee, in recommending the location of the University at Aruvikkarai, were largely influenced by the hope of securing at a low price an area of nearly 2,000 acres, composed of sites of different levels, well-watered and drained and full of building material. They also appear to have felt that their site would reconcile the opposed views that those who desire a good university should go forth in to the wilderness and build there, and that a modern university should not fly away from places where multifarious activities converge but must seek to co-operate with and sustain the activities of a big city. This is why they suggested for the University a location *near* Trivandrum but not *in* Trivandrum. Among those who have recommended Alwaye or Trichur for the seat of a unitary university on a multi-collegiate plan, there seems to be a feeling that, by adopting either centre, a similar compromise could be effected between the claims of the town and the country. Owing to the existence of parallel lines of communication by railway, by road and by water with Ernakulam, which is only twelve miles off, Alwaye is in some respects even more suburban than Aruvikkarai would have been. When the Cochin Harbour is constructed (the biggest harbour between Colombo and Bombay), and a great imperial port rises in the Ernakulam backwater, it is certain that the growth of Ernakulam will be much more rapid than what could be assumed as possible for Trivandrum whose importance is almost entirely derived from its being a capital. Hence, to those who object to the formation of a new unitary university in a town, its location within such easy or dangerous proximity of a big seaport, with such remarkable potentialities for expansion, must be unacceptable. The proposal that Trichur should be the centre of the Kerala University is usually coupled with the

suggestion that the institutions of the University should be built on the large open grounds on its outskirts, near Anappara, where buildings for the State Leper Asylum have now been built. Independently of the question of forming the University in or away from a large town, it is generally admitted that, for *some* of the special studies in which a university should engage, institutions which are to be found ordinarily only in a great town are necessary. Among them are mentioned the schools needed for practice in teaching, the different hospitals for medical studies, the workshops for students in engineering and technology, and the banks and markets required for students of Economics and Commerce. Again, big libraries of books and manuscripts, and galleries of works of art and of antiquity are admitted on all hands to be essential for university work. The Sadler Commission refer with just satisfaction to the exceptional facilities in these respects that are provided by the city of Calcutta to the University of Calcutta. In the Kerala tract, are these likely to be available now or hereafter except in the capital towns? A capital town will give not merely opportunities for learning the *details* of commercial practice, but in the head-quarters of the departmental offices, museums and laboratories concerned, it may even furnish some of the *material* for the practical work of students of Agriculture and Forestry. It is thus evident that, where all the requisite facilities are not available at a single spot, the selection of the university centre has to be made by casting the balance of advantages and disadvantages for each centre, and selecting the locality which appears to ensure the maximum of advantage for the greatest number of university activities.

3. The previous Committee, in recommending the Aruvikkarai site, stressed its relative cheapness and proposed that steps be *immediately* taken to reserve the land which the Government then possessed in that area for the future University. This advantage has been lost. The bulk of this area is now understood to be under private registry and can only be acquired by payment of large sums of money as compensation. When the previous Committee submitted their report, the commitments of the Government on higher

education at Trivandrum were not so extensive as they are at present. Extensions have been made to the buildings in which H. H. the Maharaja's College of Science is now held; the construction of a new hostel for this institution has made considerable progress; a spacious new building costing over two lakhs of rupees, to which, in accordance with the G. O. No. R. O. C. No. 395 of 23/Leg. E., dated the 9th May, 1924, the Arts Sections of the old Maharaja's College have been transferred so as to become the College of Arts; the spacious compound and buildings of the Darbar Physician's quarters have been made over to the College for Women, and substantial additions and structural alterations have also been effected in them; large improvements have been made to the buildings of the Training College; long leases have been entered into for the holding of the Sanskrit College and the hostels of the four colleges, in their present rented buildings; and the Sri Mulam Shastiabdhapurti Memorial Institute building has been commenced and is nearing completion. Additions have been made to the grounds and buildings of the Schcol of Arts and the buildings of the Museum, and a commodious building has been set apart for the laboratory of the State Bacteriologist in Trivandrum. In 1917 it was believed that any buildings in Trivandrum which would be vacated by the transfer of the collegiate institutions to Aruvikkarai could be used for Government secondary schools. The completion of the spacious and expensive buildings of the Sri Mula Vilasam High School at Vanchiyur, at an aggregate cost of nearly five lakhs of rupees, and the extensions that have been made to the buildings of the Model School and to the Higher Grade English School for Girls since that date, have made this scheme for the utilisation of the vacant college buildings unfeasible. The advantages claimed for the transfer from Trivandrum to Aruvikkarai have thus been reduced, while the disadvantages of such a transfer have become more numerous and serious.

4. A disposition is evident among some of the advocates of the Alwaye location to accept the Aruvikkarai site in preference to Trivandrum, as a compromise between the claims of Trivandrum and Alwaye, or to indicate the possibility of getting other similar

grounds. In order that the rural advantages of the site might be explored fully, we inspected this locality as well as certain other sites in the neighbourhood of Trivandrum, to which our attention had been invited by witnesses. The visits took place on the 22nd and 24th of September 1923. We first went over the high grounds overlooking the Veli lake and within a few furlongs of the sea at Awkulam, where the Government of Travancore now have a casuarina reserve. These grounds extend to 110 acres. We have been told that the plantation has not been a success, and that the removal of the trees has only been delayed by the absence of a good market for fuel. Immediately below these grounds are some of the best brick fields of Trivandrum. Within a very short distance of them are the quarries from which valuable black granite suitable for building is now obtained. Large parcels of land in the neighbourhood are available and, if early steps are taken to secure them, their cost may not be high. We consider that this plot might suit admirably the location of the hostels for students and the residential quarters for the staff of a university. It is only about three miles from the present buildings of H. H. the Maharaja's College. No site in the town has the same high elevation, *viz.*, 250 feet above sea level. It is reported to be healthy. The Veli lake, which lies immediately below this property, is excellent for boating. Equally satisfactory high ground at a distance of about two and a half miles from the College of Science and the College of Arts is available in the vicinity of the military lines of the new battalion of the Nayar brigade at Pangode. The Karamanai river is not far off from this site. We are of opinion that it might be advantageously used for the extension of the barracks so as to provide for the quarters of the entire brigade, consisting of the old and new battalions. If this can be done, the buildings and grounds now occupied by them in the *immediate* neighbourhood of the College of Science will be set free. As will be seen from a later part of this Report, a more ideal site for further university buildings and grounds in the heart of the town will be difficult to secure. We also visited some grounds near Kovalam, six miles to the south of Trivandrum, which were indicated to us as desirable, but we found them unsuitable. Our inspection of the

Aruvikkarai site disclosed certain unattractive features. Part of it consists of steep and inaccessible hills, some of which must be of a considerable elevation, which are quite unsuitable for building, and others are on low levels, apt to be flooded during the rains. Mr. M. S. Krishnamurti Aiyar, the late Sanitary Commissioner to the Government of Travancore, has stated in his evidence that the Aruvikkarai area is infected with malaria. He condemns the site on two grounds: "Aruvikkarai is malarial and in the potholes of the rocky bed of the river, during summer, when the river does not run full, mosquitoes breed freely : secondly, as it is in contemplation to provide a water-supply to Trivandrum from that place, any inhabitation there should be prevented so as to keep the same free from contamination." We must accordingly recommend the abandonment of any idea of locating the new University at or near Aruvikkarai.

5. The only other important centre which has been suggested in competition with Trivandrum for the location of the University or its head-quarters is Alwaye. The town is in Travancore territory, on the Periyar river which divides here into two branches. The Cochin State railway has a station near the town. During the summer months, when the river runs low, Alwaye is a pleasant place. It attracts at the season a considerable number of visitors, not only from all over the Malabar Coast but from more distant places like Madras. A little higher up the river is Kaladi, one of the reputed birthplaces of Sankaracharya. A great annual festival takes place on the bed of the river at Alwaye during Mahasivaratri. Certain foundations for religious study have already been established at Kaladi by the Sringeri Mutt of Mysore. Alwaye is only twelve miles from Ernakulam by railway, by water and by a good motor-road, and about 30 miles from Trichur by rail and by road. It is therefore easily accessible to both the towns. Neither arm of the river, however, is bridged for road traffic. The river is liable to high floods during the rains when the whole of the surrounding country is inundated for days together.

KOTTAYAM DIVISION

PARUR TALUK

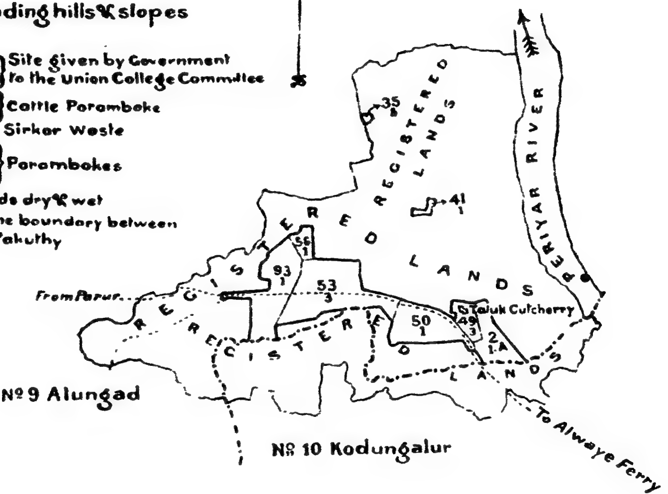
No. 8 AIYRUR PAKUTHY

Plan of the Alwaye Union College hill & the surrounding hills & slopes

Survey No.	Area: Acres	Area: Cents	
2/1.A	11	-70	Site given by Government to the Union College Committee
49/3	7	-22	
55/1c	10	-88	Cattle Poramboke
53/3.A	30	-30	
93/1.F	1	-29	Sirkar Waste
35/5	..	-29	Porambokes
41/1	1	-22	
50/1.d	..	-19	

The rest are registered lands dry & wet

- - - - - This line denotes the boundary between Aiyrur & Kodungallur Pakuthy

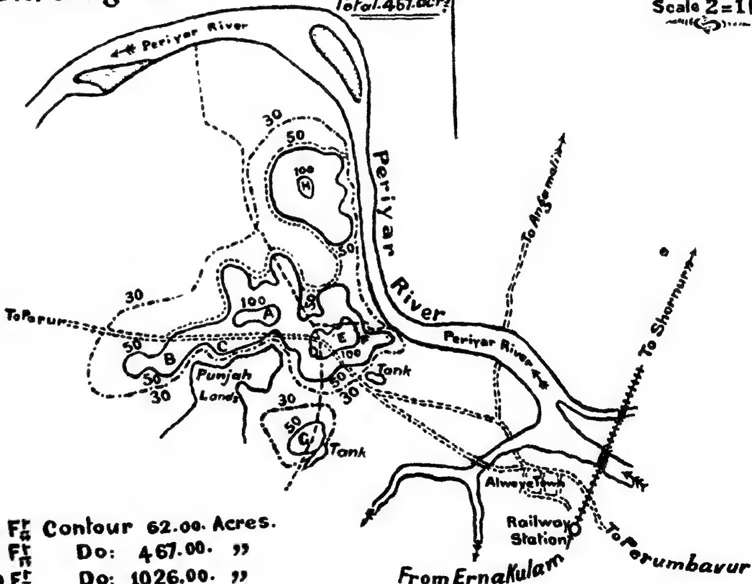


6. We visited Alwaye and the site of the Union Christian College on Saturday the 23rd June 1923. It was just after the college re-opened after the long vacation. It was raining heavily, the river was in spate, and the surrounding country was getting rapidly flooded. We took pains to investigate *first* the availability of suitable play-grounds in Alwaye for a university, and *secondly* to know whether it was as healthy *all through the year* as it was represented to us to be, and *thirdly* to form an idea of the commitments which the University will have to face in the way of expenditure if it was to be located there. We were courteously shown over the College and its grounds by the Rev. W. E. S. Holland, M. A., who has been strongly advocating the location of the University at Alwaye. He pointed out to us the lands that he considered suitable for the Government colleges of Travancore and their halls of residence. These lay to the other (northern) side of the northern arm of the river. We have since been told by the Dewan Peishkar of Kottayam, within whose jurisdiction the whole area lies, and we have also found from a sketch plan that he has forwarded to us, that practically the whole of the area recommended by Mr. Holland for the Travancore colleges is Brahmaswom land, granted in perpetuity to certain Nambudiri Matoms. The acquisition of these lands is practically out of the question. Even if they could be acquired, access between the different parts of the University, situated on *opposite* sides of the river, would necessitate the provision of *two* bridges, each of which would cost some lakhs of rupees and take a considerable time to build. But these bridges are practically inevitable in view of the need to link up communications, even irrespective of the foundation of a university at Alwaye. The Dewan Peishkar of the division in which Alwaye lies has also stated that unplanted land in the neighbourhood of the Union Christian College would cost roughly Rs. 300 an acre, planted grounds about Rs. 500 an acre, and low-lying lands used as paddy fields at least Rs. 1,000 per acre. A sketch plan was prepared by the Union Christian College authorities and forwarded to us. It showed an area of about 500 acres as recommended by them for the purpose of the University. The *bulk* of the land proposed was

found to be below an average elevation of about 45 feet above mean sea level, and practically all the other land available in the locality was about the 30 feet level. We append copies of the two plans provided by the Principal of the Union Christian College and the Dewan Peishkar. It will be seen by reference to them that practically the area which is within the one hundred feet contour line is not considerable. In any case, it may be difficult to make it suffice for a new University to be built in a sparsely inhabited area. The report of Mr. M. V. Subrahmanya Aiyar, the Dewan Peishkar of Kottayam, corroborates this conclusion. He states:

"No large level tracts of land are available on either side of the river for long distances from the Alwaye town, as such grounds are lying on hills, slopes and low lands. The surface is mostly undulating. However, even considering that such uneven grounds at least are available, I find that no extensive Sarkar or unaccounted grounds are available on either side (of the river). There are, however, some small areas of Sarkar grounds on the *northern* side of the river covering about 40 acres...........On the *southern* side of the river, no ground whatever is available, within a mile of the Alwaye palace, as they are mostly within town limits and are inhabited. Further south, or rather south-east, by the side of the road to Perumbavur, there are large tracts of unoccupied ground. These are mostly registered (holdings), and may be had for less than Rs. 200 per acre; but they are far from the river and by the side of the northern road to Perumbavur, the lands are mostly planted and occupied. Consequently, their acquisition is likely to be very costly."

7. In the net result, it is doubtful if, with so many disadvantages to balance its attractions, Alwaye will prove quite as suitable for a new unitary university as Trivandrum. Very little good land is available for university purposes within a radius of three miles from the Alwaye railway station. Even of the land available just outside this radius, only a small area of 62 acres appears to be on an elevation of 100 feet. Lands lying below the 30 feet level are admittedly within the high flood level and are under water in the monsoon. Even areas above the 30 feet level are liable to floods. We saw evidence of it in the pools of water at the foot of the low hill on which the Union Christian College stands. The



Alwaye
University Location
Proposed by the
Union Christian College Authorities.
Scale 2" = 1 Mile
REFERENCE
A. University Buildings — 124.00 Acres.
B. College Hostels & Play ground — 37.00 "
C. " " " — 34.00 "
D. " " " — 34.00 "
E. " " " — 42.00 "
F. " " " — 42.00 "
G. Ladies College Hostel & Residencies — 22.00 "
H. Development area for Colleges & Residencies — 132.00 "
Total 467 acres
Periyar River
Periyar River
Periyar River
To Angamali
To Shornur
To Parur
Punjah Lands
Tank
Tank
Alwaye Town
Railway Station
To Perumbavur
From Ernakulam
Land above 100 Ft Contour 62.00 Acres.
Do: 50 Ft Do: 467.00 "
Do: 30 Ft Do: 1026.00 "

cost of land in this area is not likely to prove less than that of suitable land situated on higher ground, and in more healthy surroundings in Trivandrum and its suburbs, and it is not as cheap as it has often been made out to be. But this is perhaps a minor point in the selection of a site for a residential university. It has to be observed that the lands recommended to us in the sketch plan forwarded by the Principal of the Union Christian College were different from those shown to us earlier by Rev. W. E. S. Holland, as fit for the Travancore colleges and halls. The reason for the change made in the scheme of allotment by the Union Chrisitan College authorities is probably that the land originally shown to us is practically unavailable, as pointed out by the Dewan Peishkar.

8. Some of the officers of the Travancore Public Works Department, who have had considerable experience of Alwaye, have stressed two other features of the locality. They say that it would be necessary to expend very large sums in terracing and levelling the area before it can be used for building. They also point to the absence of a cheap and adequate supply of labour in Alwaye and its vicinity. The construction of a harbour at Cochin and the development of its port may make it even more difficult to obtain supplies of labour than at present. The construction of university buildings on a big scale, such as has been suggested to us by witnesses from Cochin and from Alwaye, costing a crore of rupees (for the colleges, halls, laboratories, libraries, residence for the entire instructional and administrative staff and hostels for the students) must be prolonged over a number of years. As there are no houses in the neighbourhood of Alwaye which might be utilised in the beginning for the residence of students and teachers, the starting of the University itself would have to be postponed till the provision of the required residential accommodation is made. Thus, even if the site was satisfactory in all respects, and if there was no hesitation in accepting a unitary type of University, the question of the cost and the time required for putting up all the necessary buildings might by themselves form an insuperable objection to the acceptance of the Alwaye scheme.

9. It has next to be seen whether the advantages of the location of the University at Alwaye are by themselves of sufficient weight to counterbalance the disadvantages detailed above. The proposal has been supported on several grounds. "Alwaye," it has been said, "is far more central in the map and far more readily accessible from all parts of Kerala than Trivandrum. It is in Travancore, thus satisfying the demand of the G. O. No. R. O. C. 276, dated the 15th April 1923. It adjoins Cochin and is in direct railway communication with all parts of Malabar. It is the seat of one of the first grade colleges in Kerala. Within a radius of sixty miles from it lie several of the chief educational centres: Kottayam, Changanacherry, Tiruvalla, Cochin, Ernakulam, Alleppey, Trichur and Calicut. Calicut, Palghat and Tellicherry are not more than twelve hours away by train. Alwaye is exceptionally healthy, has plenty of cheap land, and has a delightful river whose banks have become hallowed by the birth and early life of Sankaracharya. There are none of the distractions of a large town at Alwaye, but provisions and other necessaries can readily be obtained." These arguments in favour of Alwaye have been collected from a memorial addressed to us urging its claims. From what has already been said in this Report, it will be seen that some of the reasons urged in favour of the locality are clearly untenable. Land is not cheap at Alwaye though it is not at present costlier than at Trivandrum. Nor is all of it suitable for building. The grounds that are not quite unsuitable are at least three miles away from the railway station. They can be reached also only by crossing a river still unbridged and liable to frequent and high floods. Of course, a bridge across the river on the Alwaye-Parur road is only a question of time and is bound to come some years hence. The location of a university at Alwaye may bring it sooner. The attractiveness of Alwaye as a health resort is said to be restricted to the two midsummer months when the colleges have their vacation. The accounts of its healthiness that its advocates have put forward have been challenged. Thus the late Sanitary Commissioner of Travancore has stated :

"Alwaye is healthy only during summer and people resort to it for bathing in the river. At other times it is not very healthy. Further, the town is small and the streets on the banks of the river are usually under water during floods."

Another officer of high standing in the Travancore Service, who has lived in Alwaye for three years, has stated thus:

"Alwaye is generally a healthy station for the best part of the year; but owing to its proximity to Cochin and the large ingress of people from it during the summer months, it has not been free from epidemics. There was a virulent attack of smallpox in one of the years I was there. When the river is in high floods, generally for a few days each year, the whole extent between the railway station and the river, as also on its right margin, are flooded, and needless to say, houses swarm with mosquitoes, and the place gets insanitary.......... The river is usable for boating except when there are floods, when, with the currents and whirls, boating is risky. As for bathing, a bath in the river in the months between February and May is very enjoyable and considered to be health giving, and even at other times of the year the river can be used for bathing, except after the first floods, when the water is very muddy, precluding the possibility of a pleasant bath."

10. The above criticisms may possibly be stronger than the actualities might justify. The town is perhaps not unhealthy, even outside the season, and the insanitary condition due to the annual Sivaratri festival does not last for more than a few days. Nevertheless, even after making these allowances, it must be confessed that the bright visions of a riverine university town, with exceptional facilities for university boat races and other diversions of academic existence, which had been conjured up by the evidence of some of our witnesses, were dispelled by our personal inspection of Alwaye. It tended largely to corroborate the opinions that we have received from officers whose official duties have led them to stay there from year's end to year's end.

11. The passage quoted in paragraph 9 above, advocating the advantages of Alwaye as a university town, mentions a number of towns which are within 60 miles of it and are easily accessible. It may be noticed that all of them are not collegiate

centres. The argument also omits to notice how recent the Union Christian College is as a first grade college, and how moderate its dimensions are as compared with the colleges in Trivandrum. Nor does the argument do justice to the claims of Trivandrum, the only centre in which university activities on any considerable scale have been going on for a sufficiently long time and in a sufficient variety, and of places like Nagercoil and Kottayam, which have had a tradition of academic work extending farther than most other stations in the West Coast. It also overlooks the probability of the linking up of Trivandrum and Cochin by railway, in the near future, and the existence of alternative means of rapid transit even at the present time, making it possible to complete a journey between Nagercoil and Kottayam in about twelve hours, and between Nagercoil and Ernakulam in about eighteen.

12. Two arguments of a general character, on which a number of suggestions of sites including Alwaye have been based, have next to be considered. The first rests on the belief that, for the purpose of an adequate teaching university, particularly if it be of the unitary type, a large campus is indispensable, and that considerations of economy and availability would make it possible to obtain such a site only in a rural area. The second is based on a belief that a large town is not a proper place for a university. In his elaborate answer to our Questionnaires, Mr. C. Achutha Menon of Trichur, who was the spokesman of the gentlemen invited by the Cochin Government to meet us at Ernakulam on the 24th June, 1923, used this argument in his evidence :

"Trivandrum may do very well for the head-quarters of an affiliating University, but I do not consider it suitable for the location of a unitary teaching University. Apart from the consideration, important in itself, that such a University requires a compact area of at least 400 acres, which is not available in any large town, I am opposed to its location in any large centre of population. In all such cases, the University will be lost in the city and will be subject to unwholesome distractions. Where it is located, the University should be the central and most prominent institution. It is only there that an academic

atmosphere can be created which is so essential to University. Cities and towns may develop an intellectual but not an academical atmosphere."

13. The moral dangers of a capital town have been urged by some of our witnesses, notably by the Rev. W. E. S. Holland. He appears to be convinced that the atmosphere of a capital town, which is also the residence of a Court, can hardly have a wholesome influence upon students. We have also had the argument that unwholesome social and political distractions which are prejudicial to sound academic life are more likely to be encountered if a University is located in a large town where all such forces tend to gather than if it is built far away from it. Some of those who have proposed that we should go out into the country to build the new university *ab ovo* are desirous of using the university as the means of colonisation, and of opening up areas not sufficiently settled at present. It is on this ground mainly that the unoccupied laterite lands near Varkalai have been proposed by one witness and the big uncultivated open space of the same formation near Kundara, the first station on the Quilon-Shencotta railway after Quilon, by another. Waste spaces are available in abundance in other parts of Travancore as well. They need not be considered, as the purpose of a university is not to serve as a means of populating an uninhabited area.

14. Two other practical considerations appear to be ignored by those who make these suggestions. The availability of cheap land is only one of the many considerations on which a university site has to be chosen. The difficulty of first procuring sufficient cheap labour and, later on, of getting rid of the thousands of labourers that have been engaged in building a complete university town must also receive consideration. Witnesses, with experience of engineering, have urged the second of the above difficulties as very real in regard to the construction of a university town at Alwaye. They also apprehend a great increase in the estimates of building at Alwaye, in view of the demand that would be in existence at the adjacent port of Cochin when the harbour that has recently been pronounced by experts to be quite feasible is under simultaneous construction and is being

developed. The concentration of thousands of labourers at Alwaye can hardly produce or ensure the continuance of those healthy conditions which are among the attractions prominently held out as peculiarly appertaining to this station. We should not omit to mention a criticism of Alwaye that has been made to us. As a health station it attracts during the season a considerable number of invalids. As a pilgrim station it also attracts a miscellaneous crowd at certain periods of the year when the river bed at Alwaye is the scene of big religious gatherings. The place then becomes thoroughly insanitary. The evil effects on academic life of the distractions incidental to the locality on such occasions can neither be ignored nor minimised. If certain accounts in the Press are to be credited, some inconvenience to the maintenance of discipline in the Union Christian College was actually caused thereby sometime ago.

15. We recognise that, if one or other of the features of the older Universities alone are to be ensured, there would be justification for almost everyone of the many sites which have been suggested to us. Facilities for boating have, for example, led to the suggestion of practically every place which has a river or a lake or a bay in its vicinity. The banks of the Pampa river and the Minachil river in Travancore, and the Bharatapuzha river between Cochin and Malabar, Sastancotta in Central Travancore, Trichur with adjacent fresh water lakes, Kallada on the banks of the Ashtamudi backwater near Quilon, and the eastern shores of the great Vembanad backwater, have all their advocates as sites for the proposed University. While we recognise that such attractions should, if possible, be secured, it is hardly possible for us to regard them seriously as *essential* elements in a university town.

16. The objection to the formation of a university in a large town is not a new one. The Calcutta University Commission considered it in regard to Calcutta. Practically every new university which has been started has had to face it. A university in a city has naturally to face problems of some difficulty. "The acquisition of land for necessary university purposes is always costly in a great city, and the provision for the students of healthy conditions of life

and opportunities for recreation and for social intercourse is surrounded with obstacles."* Such difficulties, however, are to be found only where the city under consideration happens to be one like Calcutta or Bombay. The argument might be possibly applied to Ernakulam, in spite of its small dimensions, since it is in the way to become a big port where the available land for building will be restricted by geographical conditions. It could hardly be applied with any justification, though it has been so applied by numerous witnesses, against a town like Trivandrum which has grown so slowly and which is already a town of long distances, with a population which has not reached even that of several district head-quarters in the adjoining presidency. It is neither a busy port nor one with the possibilities of becoming a big commercial or industrial centre. Its importance at the present time is derived almost exclusively from its being the capital of the State. Its recent development has perhaps been helped by its importance as a centre of the provincial University, in view of the concentration of academic work in it, bringing it to the front rank among university centres. As we have already stated, the cost of the acquisition of land on the outskirts of Trivandrum, and even within many parts of it, would not compare unfavourably with the cost of similar acquisition at Alwaye at the present time. The distribution and the location of collegiate institutions in Trivandrum have hitherto proceeded in a somewhat haphazard fashion. But fortunately their present situation renders it possible to link them by the acquisition of intervening sites so as to form a continuous university campus, and to provide due scope for the expansion of the institutions within the town itself. If the new University is formed at any place but a town, it would have to face the important problems of securing residences for its large staff and larger body of students. Constructing them *before* the formation of a University would postpone its incorporation for some years. The provision of licensed lodgings or rented buildings, in the alternative, is feasible only in a town in which such accommodation already exists. In this respect, the position of Trivandrum is unique among the towns on the West Coast. A

---

* *Vide* Sadler Commission Report, Vol. IV, p. 422.

considerable number of well-situated and commodious Government bungalows are available within it. Some of them are already being utilised as houses for the staff of the colleges. The transfer of the College for Women to such a building has provided it with facilities for its future expansion as a residential college; for, in its new habitation, it has not only started with a sufficient amount of ground, but additional grounds in the vicinity are available. The transfer of the Arts departments of H. H. the Maharaja's College to the grounds of the Training College and the addition recently of over ten acres of Government land to the Training College campus to provide the needed play grounds for the institutions, have placed both these colleges beyond the need to ask immediately for more land. About 150 acres of Sarkar land in Trivandrum are said to be now in the occupation of either educational institutions which would form part of the University, or of others from whom they could be transferred to the University. Should a suburban area for the location of some of the hostels and the residence of the staff within convenient access be desired, another 150 acres is available at Awkulam, as already pointed out, about three miles from the Colleges of Arts and Science. Similar large parcels of land are available in other suburbs of Trivandrum. Should an immediate start be desired, with the fullest possible accommodation, an ideal addition to the grounds and buildings of the collegiate institutions in Trivandrum will be the large area, literally next door to H. H. the Maharaja's College of Science, now occupied by a battalion of the Nayar brigade, the cavalry escort and the house of the Commanding Officer of the Nayar brigade. Along with the connected parade grounds, these are situated right in the *heart* of the town, and are separated only by an intervening road from the College of Science. The buildings already in existence in this area can be easily and rapidly converted, at a very moderate cost, into collegiate buildings, students' hostels, quarters for part of the staff and the offices of the University. It is estimated that residential facilities for nearly a thousand students can be provided almost immediately by such conversion. These grounds are said to cover some seventy acres. The additional play grounds for the University and for the College of Science, which has at present none,



THE VICTORIA JUBILEE TOWN HALL

would also become available if this area is taken over for the University. The completion of the scheme will result in the formation of a continuous university campus of about 200 acres right in the centre of the town, in which the Library, the School of Arts, the new Government hostel for the Arts and Science Colleges, the Observatory, the Museum and Public Gardens, the College of Science, the Town Hall, the Law College and the Law College Hostel, the Sri Mulam Shastiabdapurti Memorial Institute, the Public Workshops and the Laboratory of the State Bacteriologist, would all be situated along with the residence of a number of the members of the staff. The entire area is situated on elevated ground, already connected by a complete system of well-made roads. The acquisition of a few intervening plots of land will connect this area with the grounds on which the Training College, the College of Arts, the Model School and the College for Women are now situated. This will give an additional fifty acres to the university campus which will easily run then to over 250 acres. We append plans of Trivandrum and a site plan of that portion of it in which the position of possible university institutions is marked. The effects of the above proposals will be clear from a perusal of these plans. Few Universities in India, even among those which have been generously planned, would have such a campus, with the exception of the Hindu University of Benares and perhaps the University of Dacca. The availability and the cost of an adequate campus with ready made buildings are vital factors in the consideration of the location of the new University. It is clear that they weigh heavily in favour of Trivandrum as compared with other alternative sites which have been suggested.

17. We accordingly recommend that the University, with its head offices, be located in Trivandrum, whatever be the type chosen for it. That Trivandrum is already very suitable, if a federal university is to be founded, is conceded even by those who propose other sites. The Cochin representatives admitted that Trivandrum is clearly the most suitable place for the location of the University, if Travancore and Cochin alone are to start the University without the co-operation of Malabar. Such objections as have been urged against the formation of a unitary University in

Trivandrum appear to be grounded on the assumption, which has now been shown to be baseless, that a sufficiently large university campus cannot be secured in or near Trivandrum. It has also been assumed by some critics of Trivandrum that Alwaye is better placed in this respect. The plans appended to this Report will show all the land within the one hundred feet contour line at Alwaye amounts to less than 70 acres, whereas, in and about Trivandrum, about four times such an area of the same elevation can be secured at once and it will not entail more expense. The necessity for such elevated sites is also less in Trivandrum than in Alwaye, since the former is not on the banks of a river liable to sudden floods as the latter is. Should Trivandrum be chosen, careful town-planning may be necessary to create and lay out a compact and connected university campus. The transfer of the grounds of the Nayar brigade, which we strongly recommend, is an internal part of the scheme. The idea is not by any means new. Dr. Mitchell urged the transfer years ago, and the proposal has been frequently made since. The plan should not be unwelcome even to the military authorities, as they could then obtain the requisite concentration of all arms of the brigade at Pangode on sites not less healthy than the present grounds of the old battalion. When the new battalion was formed, the military authorities deliberately chose the Pangode area. The historical reason for keeping the State army in the heart of Trivandrum has ceased to have force. The removal of the old battalion from the grounds adjoining the College of Science to new quarters at Pangode should, therefore, prove quite as beneficial to the brigade as to the University. The need to make this diversion, should a University be formed in Trivandrum, will thus be obvious.

18. On all these grounds, we are emphatically of opinion that it is vital that the grounds and buildings now occupied by the old battalion and the Commandant of the Nayar brigade, with their annexes, in the way of parade grounds, etc., should be made available as early as possible, for academic use. And even if a new university is not formed immediately, still, for the development of the collegiate institutions to their potential limits, the diversion we recommend would be not less necessary. If the colleges are to keep up the standards expected of them by the University of Madras, they should

not any longer be without adequate playing fields and hostels. These are not most conveniently secured except in the manner suggested. If and when this is done, it would be impossible, with any appearance of reason, to urge against the location of the University in Trivandrum the arguments now put forward by some witnesses, of the unavailability of sufficient spatial, structural and residential facilities in the capital of the State, for the purposes of a University.

19. We feel bound to state that, before arriving at this conclusion, we weighed carefully all the objections raised against the selection of Trivandrum. A mere recital of the more prominent criticisms of Trivandrum may now show their inherent weakness. It has been said that the colleges at Trivandrum are situated in thickly populated parts of the town and that they have no scope for expansion. It has been said that the capital of a State " with its distractions and local currents " is not conducive to healthy academic life. A third objection is based on its non-central character in Kerala. But it has been admitted that a central situation is not of much importance if the type of the university chosen is not any one of the unitary varieties. Even in a unitary university, we feel that the objection will not have much force in view of the great and rapid improvements that have been taking place in means of and facilities for communication within the area and the prospects of further improvements in the same directions. Further, the question of a central site has an importance only in relation to the character and quantity of the accommodation provided for students. If residence in hostels or halls or in properly supervised lodgings is to be compulsory, it becomes immaterial where the students are concentrated once they leave their homes. From the standpoint of the students, the main point to look to is the selection of a place where already the concentration of students and teachers is so great as to make it desirable to choose it in order to diminish the volume of migration.

20. The question of the relative suitability of a city and a country for the location of a university is of a somewhat theoretical character. Those who favour a country location are unable to deny

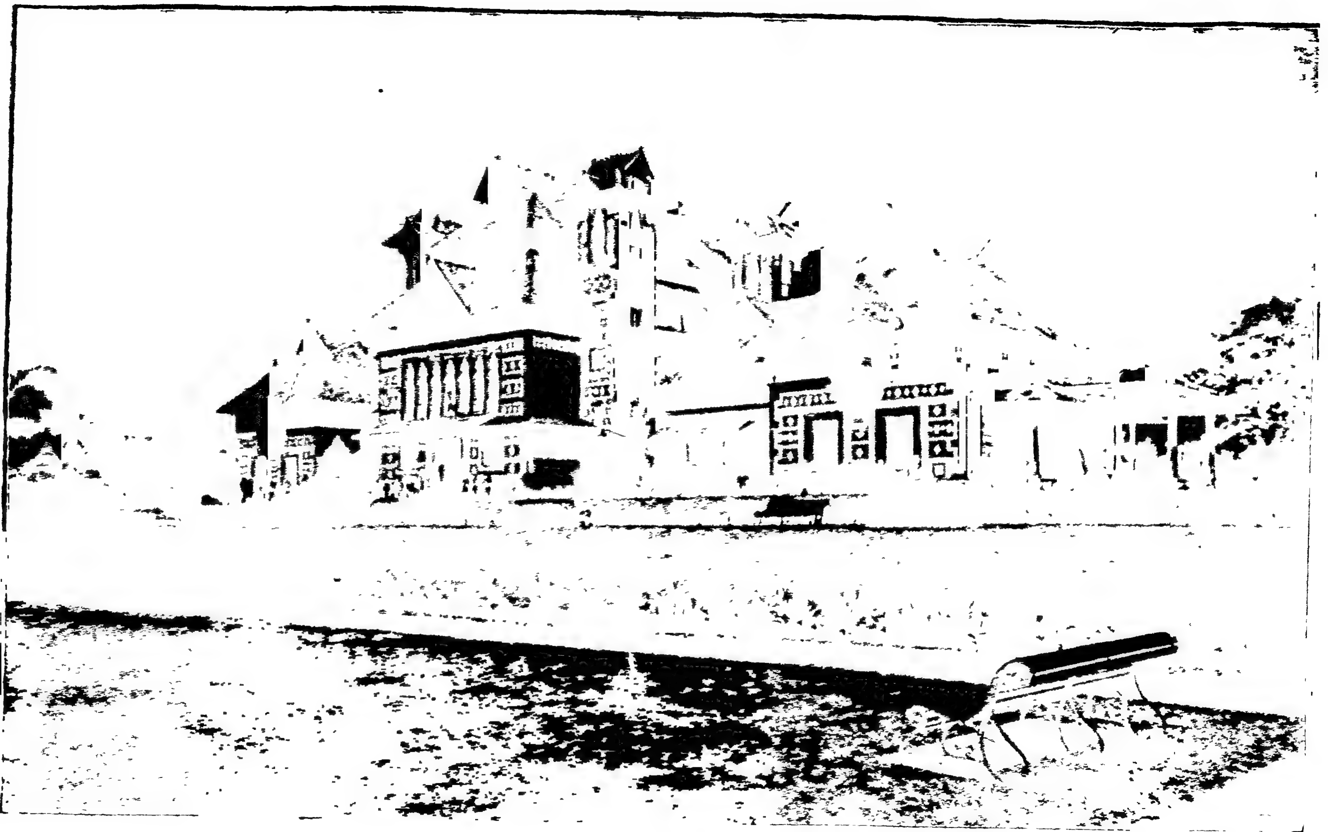
that practically all the important universities are now in cities, and that a university has even come to be regarded as a necessary feature of every great town. Even if it be conceded for argument that distractions to academic life are insuperable from metropolitan existence, there are, as the Calcutta University Commission justly pointed out, countervailing advantages which a university might derive from an urban habitation. These are by no means negligible. "The removal of a university from a town might involve a loss as well as gain."* The prospective advantages to health by the selection of a site like Alwaye or Aruvikkarai are somewhat dubious. Towns like Trivandrum have a reputation for salubriousness. With the improvements which are now being planned for systematic drainage and water supply, Trivandrum is bound to become even more popular. The abandonment of Trivandrum as a seat of higher educational work would involve sacrifices of a truly stupendous character. The existing educational buildings and sites in the town are valued at about Rs. 50 lakhs, and they have taken years to build.† As a practical proposition, it is to our mind unthinkable that such a sacrifice should be demanded of Travancore, without a clear demonstration of benefits which are sufficiently numerous and weighty to balance this big loss.

21. More serious would be the disadvantage which is involved by the removal of university institutions to a distance so as to cut them away from city life. It may be conceded that universities in India, at the present time, have hardly yet begun to feel the interdependence of university and civic aims. The study of Law could not well be carried away from the law courts especially when, for effective instruction, the teachers of law are chosen from those engaged in its practice. Medical studies cannot well be pursued except in the midst of big towns having good hospitals. A feeble practising school, for a teachers' college, located in the country, is hardly of equal value to a school filled with the diverse elements of a juvenile urban population. A town, which is also a capital, can give numerous other aids to university work which cannot be provided by a university centre in the country. Among such accessories may be

---

**Vide* Calcutta University Commission Report, Vol. IV, p. 126.

†*Vide* Statement appended to this Chapter.



THE MUSEUM

mentioned Museums, Public Gardens, Observatories, Schools of Arts, Technological Museums, Manuscripts Libraries and Departmental Libraries and Archives preserved in the muniment rooms of the Palace and the central offices of the State. The social and educational risks that are so vividly apprehended by some critics of an urban home for the University might have some reality if the town was many times bigger than Trivandrum. These dangers, again, even if real, can be prevented by finding full accommodation for students, by supervision of their lives and by the establishment of such constant and intimate relations between teachers and students as would promote the best ideals and create traditions of scholastic life, sufficiently powerful to counteract any of the sinister influences supposed to come from a city.

22. There is still another difficulty in a "country location." A university requires for its service a large number of persons who possess the requisite experience in life. How are these to be secured in the academic seclusion of a university town founded far away from the centres where the more gifted and educated lay population finds it necessary to live?

23. That even those who uphold the claims of other centres than Trivandrum are alive to the difficulties springing from a rural location is evidenced by the shifts and compromises which many of them have suggested. In a memorial, addressed to our Committee, which advocates the formation of a unitary University at Alwaye, it is suggested that some of the existing institutions in Trivandrum should remain there (*e. g.*, the Law College, the Teachers' College and the Sanskrit College), and that 'Intermediate' work should continue to be carried on at Trivandrum in the buildings to be vacated, so as to preclude the possibility of their remaining unused. We have already stressed the need for continuance of institutional life throughout a student's academic career, for the close association of different Faculties by their contiguous location, and for a sufficiently long period of detention in a college or hall for the bulk of the students, in order that the best fruits of an academic life might be ensured to them. These are, as we have already argued, among the chief reasons against separating the lower and the higher work of a university. They are sufficient to

dispose of any plans for the division of the Faculties between centres separated by distances of over a hundred miles and for any compromise which would thrust a wedge into the heart of a continued academic life and deprive the students engaged in the earlier stages of university work of the stimulus and the example of their more advanced brethren, and of the benefits derivable from the guidance and instruction of the men who are at the head of the various departments of university studies.

24. A point alluded to by the Government Order laying down the terms of our reference has next to be dealt with. It is undoubtedly possible to think of collegiate concentration in a locality different from that in which the offices of the University are held. The plan should however be acceptable only if the ordinary administrative work of a university was done (as it is *not*) almost exclusively by correspondence. It may be argued that, whatever be the place chosen for the meeting of the university bodies, the travelling charges to be incurred would be roughly the same. But if the University has a preponderant number of its members in a particular station, where most of the academic concentration already exists, and that station does not happen to be the university centre, the expenditure might well swell up. It is however not a question of expenditure of money only. The amount of time that will have to be spent in journeying from place to place and the dislocation of work are not less important considerations. These are among the main disadvantages of the existing connection of our institutions with Madras. These difficulties would in no sensible measure be reduced if the head-quarters of the University be removed from the place where there is most academic concentration. It might even be urged that the close association between the administrative and academic sides of a university are essential for the healthy development of both, and that their divorce, consequent on the choice of separate centres for the academic and the administrative head-quarters of the University, must be followed by the gravest consequences. We are not accordingly in a position to recommend the separation.

25. Should a federal university be founded by the inclusion of Cochin and British Malabar, it might be advisable to make all reasonable concessions to sentiment in the adjacent areas. We

are alive to the wisdom of this course. From a later part of this Report, it will be seen that we have tried to act on it in our recommendations for the Constitution of the University. The suggestion of a *de jure* university capital which is different from the capital *de facto* might be supported on this ground of concession to the *amour propre* of the adjacent areas. But better methods of placating such feeling can be suggested. It would be necessary to arrange the holding of examinations in the different centres. It might even be possible, as in the University of Mysore, for the University Students' Union to hold its larger conferences in the different centres in rotation. If the University has more than one Convocation in a year for the award of degrees, it might not be a bad plan to hold one of them in Cochin under His Highness the Maha Raja of Cochin, whom we are suggesting as the Pro-Chancellor of the University *ex-officio*, should it eventuate as a federal Kerala University. All this is, however, very different from suggesting that the offices of the Registrar and the usual places of meeting of the university Council and Senate should be held in any other place than the university capital.

26. In the light of the discussions contained in the previous chapters of this Report, it is now possible to outline with some definiteness our position in regard to the different alternatives which the Government have asked us to consider and report on, in paragraph 15 of G. O. No. 276 dated the 15th April 1923. We have already endeavoured to show how the formation of a Pan-Kerala University, at the very outset, should be the ideal. But we were not able, at the same time, to recommend that the inauguration of the University should either be deferred or abandoned, if there were difficulties in the way of the realisation of the objective. It has appeared to us that, should there be any difficulty in starting the new University with the more comprehensive jurisdiction *at once*, the Government of Her Highness would do well to form a University for the State, which would first confine its activities to Travancore but be so constituted as to enable the gradual association of the neighbouring areas and the university institutions situated therein, if and when they desired to join. We found it necessary

to state with some emphasis our view against a unitary university as we felt that, in the circumstances of Kerala, the foundation of a university of that type would be both unwelcome and inadvisable. We were also not able to recommend a university of the usual affiliating type. Our recommendation of a federal university involved of necessity the consideration of the question of educational concentration in one or more centres. From what we have said already, it might be evident that the advantages to the University would be proportionate to the fewness of the centres within which its work is concentrated. *In theory* the federal type is capable of allowing of the simultaneous existence of *several* university centres where academic work could be carried on without any discrimination of status or rights between centre and centre. But *in practice* the needs of economy and of efficiency would render it extremely desirable that these places should be few, if they are to become real and living centres of university work. In a Kerala University, especially one founded after the movements in the adjacent areas in favour of academic concentration in selected localities like Trichur and Palghat have had time to bear fruit, it is out of the question to hope to collect *all* university institutions at *one* station. The argument of "settled fact," the desirability of making reasonable concessions to local feeling and sentiment, and the probability that these centres might in course of time be fit to be recognised as potential universities, would *inter alia* justify the recognition of at least *one* centre in each of these three associated areas. In our opinion, such a selection is not merely desirable but also practicable. As pointed out by the Calcutta University Commission, certain definite advantages must accrue from the concentration of a few selected centres 'of really strong groups of scholars and teachers.' There would first of all be the relief of tension that must result if *all* university activities are gathered at a single place. "Grouped together in a small number of centres, the existing teachers would be able to stimulate one another and to specialise in their work; their libraries and other materials of study could be made more efficient; while their students could not only be offered a wider range of studies, but would be enabled to enjoy in some degree the atmosphere of intellectual life which cannot be easily created in small self-contained centres." *

---

* *Vide* Report, Vol. IV, p. 377.

27. The construction of a great harbour at Cochin may render it difficult for the special facilities necessitated by the massing of all the colleges of a Kerala University at a single place to be found in or even near Ernakulam. That town will not improbably develop rapidly those conditions of urban life which have given point to the criticisms of the location of a university in a populous city. The close proximity of Alwaye to Ernakulam may render the utilisation of even that locality less desirable than it is at present for academic purposes. It has been recently reported in the Press that both the Cochin Government and the Roman Catholic Diocese of Trichur are likely to co-operate in the erection of colleges at Trichur which would divide between themselves the different Faculties, somewhat on the plan already followed in the separation of the departments of Arts, Science, Law and Teaching among the colleges at Trivandrum. In Trichur' St. Thomas College is now right in the heart of the town. We have been told that the future first grade college of the Cochin Government might eventually also find a home within the town, in lieu of the location contemplated for it sometime ago at Anappara in the suburbs three miles further away. Should this revised scheme of location materialise, it is possible to see an inducement for the movement of the college at Alwaye to Trichur, where its arrival would undoubtedly strengthen academic concentration and sufficiently diversify it, and bring Trichur up to the level of a good university station in a federal university, with possibilities of becoming, in course of time, the seat of a unitary university for Central Kerala.

28. It is less easy to decide between the claims of Palghat and Calicut for a similar concentration in Malabar. In its present and prospective conditions, we cannot with any confidence foresee the possibility of the foundation of first grade colleges at more than a single station in the district. One of the points on which a clear understanding would be an advantage if and when an agreement is entered into between the administrations responsible for the three areas for the creation of a Kerala University is that the centres in which academic concentration will be permitted should be settled on the above lines and that the formation of further centres should not be permitted. It is obvious that the possibilities of beneficial

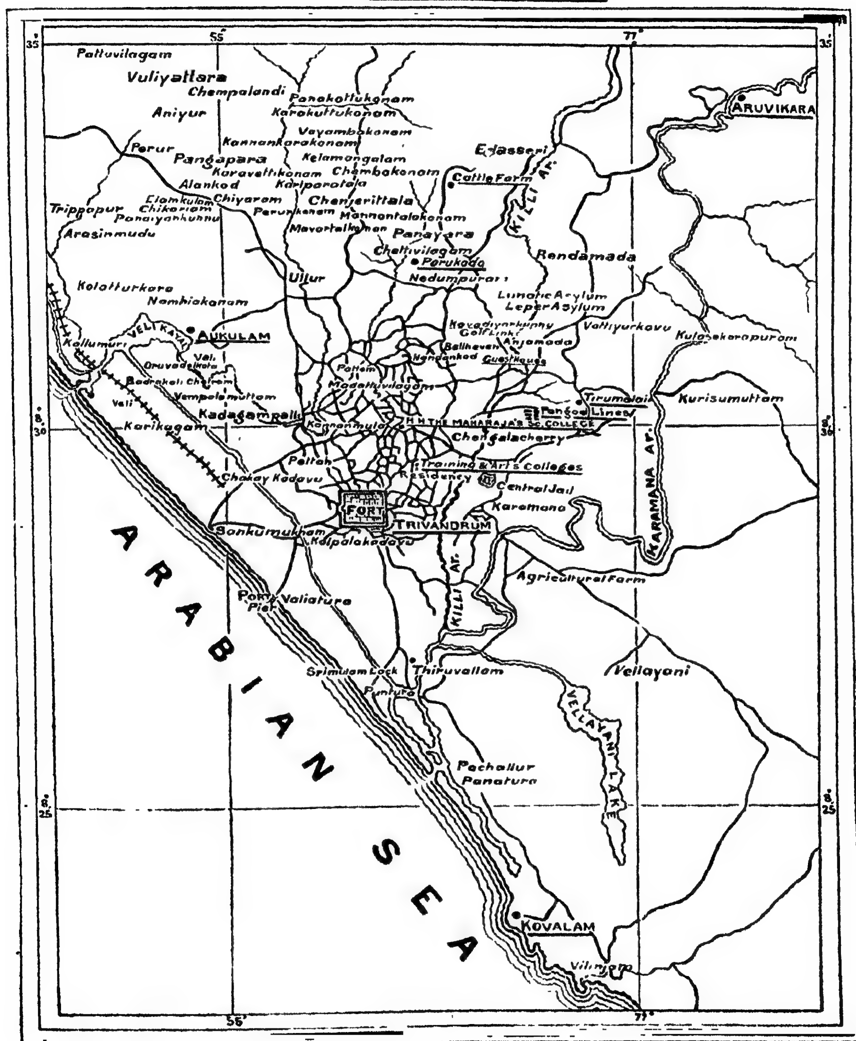
co-ordination between technical and professional colleges on the one hand, and of constituent institutions of Arts and Science on the other, would call for the location of institutions belonging to these two groups, as far as possible, in or about one and the same place. That is to say, should there be scope or need for the foundation of colleges in Agriculture, Commerce, Engineering, Medicine, or Technology in the future University, they should be founded, along with Colleges of Arts or Science, at one or other of the recognised university centres referred to above, and not founded independently in new centres.

29. We have already put forward the reasons which appeared to us to make it difficult to overlook the claims of Trivandrum to be the head-quarters of the new University, whether it be confined to Travancore or embrace the wider area if it is, for any reason, regarded as essential that academic activity should be confined to one station only. Even if the scheme that we have recommended is adopted, and a federal university is started, with a recognised centre for each of the component areas, the pre-eminence of Trivandrum would still remain, and will be fittingly recognised by keeping there the offices of the university. Should the University be definitely restricted from the start to Travancore, the question of concentration of university work becomes much simpler. For, all academic work will then have of necessity to be in Trivandrum whose suitability is so clearly indicated by its present and potential resources.

30. Whatever be the type of university chosen, and whatever be the ultimate decision of the parties concerned in regard to the location of the university institutions, we regard it as vital that halls of residence and hostels should be established in sufficient number as to provide fully for the needs of residence of the members of the university centre. This is at present a serious drawback in the present organisation of university work in the area. As we have already pointed out, its early correction may be regarded as having a first claim on the attention of those responsible for any new academic synthesis in the State.

PROPOSED UNIVERSITY SITE IN AND ABOUT TRIVANDRUM

Scale 1 Inch to a Mile



STATEMENT OF RECEIPTS IN RUPEES.

No.	Institutions.	1088	1089	1090	1091	1092	1093	1094
1	H. H. The Maharaja's College ...	19,760	22,762	27,051	31,122	36,657	41,365	48.736
2	Do. Do. Women ...	547	716	921	1,377	1,917	2,616	2,471
3	The Training College ...	5,130	4,748	5,643	6,295	6.970	4,608	6,955
4	The Law College ..	27,541	26,535	33,825	35,171	27,912	30,278	29.067
5	The School of Arts ...	3,826	4,373	4,277	4,638	4,083	4,527	3,402
6	The Ayurveda College ...	173	271	367	466	538	668	4,225
7	The Sanskrit College ...	356	118	130	146	165	181	190
8	The Public Library ...	2,215	2,140	2,780	2,431	2,678	2,179	2,132
9	The Museum ...	599	420	266	125	243	320	373
10	S. M. R. V. Technical Institute.	25	769	750	819	1,015	1,094	496

No.	Institutions.	1095	1096	1097	1098	1099	Budget Estimate 1100
1	H. H. The Maha Raja's College for men ...	52,517	56,085	60,329	71,028	84,181	1,02,000
2	Do. Do. women ...	3,076	3,853	4,811	5,666	5,586	6,000
3	The Training College ...	6,437	6,729	7,122	7,064	6,848	12,000
4	The Law College ...	32,185	36,656	38,500	34,551	43,176	42,000
5	The School of Arts ..	7,045	5,533	(a)	7,238	4,477	6,500
6	The Ayurveda College ..	562	172	386	300	822	...
7	The Sanskrit College ...	165	179	170	182	219	100
8	The Public Library .	2,238	2,730	3,314	3,908	4,143	4,000
9	The Museum ...	631	762	651	978	1,681	1,000
10	S. M. R. V. Technical Institute.	549	831	200	1,216	...	1,800

N. B. The receipts of (*a*) the Department of Curator for the publication of Sanskrit Manuscripts, (*b*) the Department of Archaeology and (*c*) the Educational Museum and Bureau, are of minor importance and are not given separately.

(*a*) Not noted separately.

STATEMENT OF EXPENDITURE, IN RUPEES EXCLUDING PRINTING, STATIONERY, CONSTRUCTION AND MAINTENANCE OF EDUCATION BUILDINGS, ETC.

No.	Institutions.	1088	1089	1090	1091	1092	1093	1094
1	H. H. The Maharaja's College .	93,715	1,05,330	1,19,294	1,13,488	1,19 011	1,24,350	1.22,596
2	Do. Do. Women.	22,887	23,875	30,706	35,791	37,284	42,095	45,257
3	The Training College .	43,250	39,299	41,164	41,735	42,984	46,945	49,008
4	The Law College .	15,972	15,776	15,934	16,351	15.049	14,846	17,015
5	The School of Arts .	18,400	21,370	19,773	18,965	18,919	17,856	19,075
6	The Ayurveda College.	2,673	3.651	4,522	4,897	5,113	6,448	6,759
7	The Sanskrit College .	6,405	8,990	8,810	10,028	9,808	11,569	12,817
8	The Public Library .	8,005	7,110	9,206	7,203	8,178	7,533	8,158
9	The Department of Curator for publication of Sanskrit Manuscripts .	7.347	7,908	8,073	7,470	7,459	8,529	7,597
10	The Museum .	32,618	33,410	37,390	36,708	37.278	37,152	35,578
11	The Archæological Department .	5,650	7,567	10.074	6,515	5,682	5,249	3,902
12	The Educational Museum and Bureau	1,037	2,114	3,422	2,971	1,689	1,765	2,094
13	S. M. R. V. Technical Institute .	5,516	5,358	6.695	6.794	7,255	8,061	7,832

No.	Institutions.	1095	1096	1097	1098	1099	Budget Estimate for 1100.
1	H. H. The Maharaja's College .	1,28,207	1,46.611	1,55,686	1,57,488	1,96.416	2,61,100†
2	Do. Do. Women .	53,689	61,954	24.353(*a*)	33,035	30,271	34,800
3	The Training College .	46,427	50,200	62,036	56,517	49,028	43,700
4	The Law College .	17,672	23,358	24,187	24,004	29,239	30,600
5	The School of Arts .	18,429	18,257	29,124	23,476	21,565	25,703
6	The Ayurveda College .	5,685	5,449	7,165	6,597	6,942	7,388
7	The Sanskrit College .	14.146	16,475	17,067	17,938	20,609	20,800
8	The Public Library .	10,722	10,737	11,264	11,803	12.146	12,500
9	The Department of Curator for publication of Sanskrit Manuscripts .	7.921	8,288	8,883	9,699	11,355	14,200
10	The Museum .	44,516	51,985	43,880(*b*)	37,594	37,776	42,000
11	The Archæological Department .	4,843	6,026	5,158	5,450	5,458	5,400
12	The Educational Museum and Bureau .	2,767	2,446	1,985	2,654	2,420	2,800
13	S. M. R. V. Technical Institute .	7,341	4,961	7,064	5,066	..	7,883

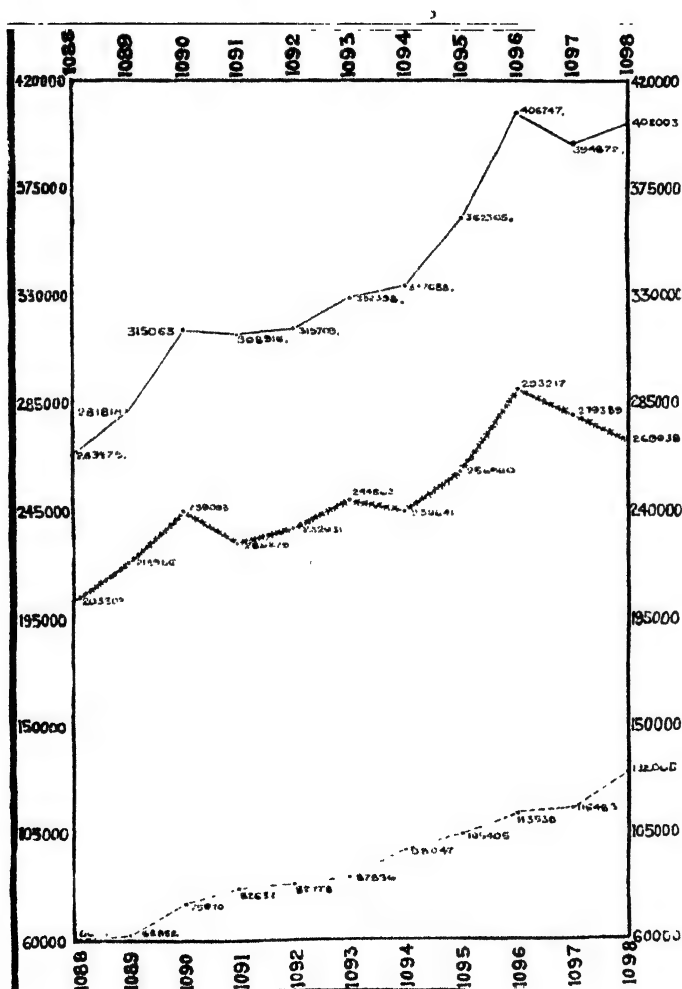
† Includes expenditure of both the College of Science and the College of Arts.

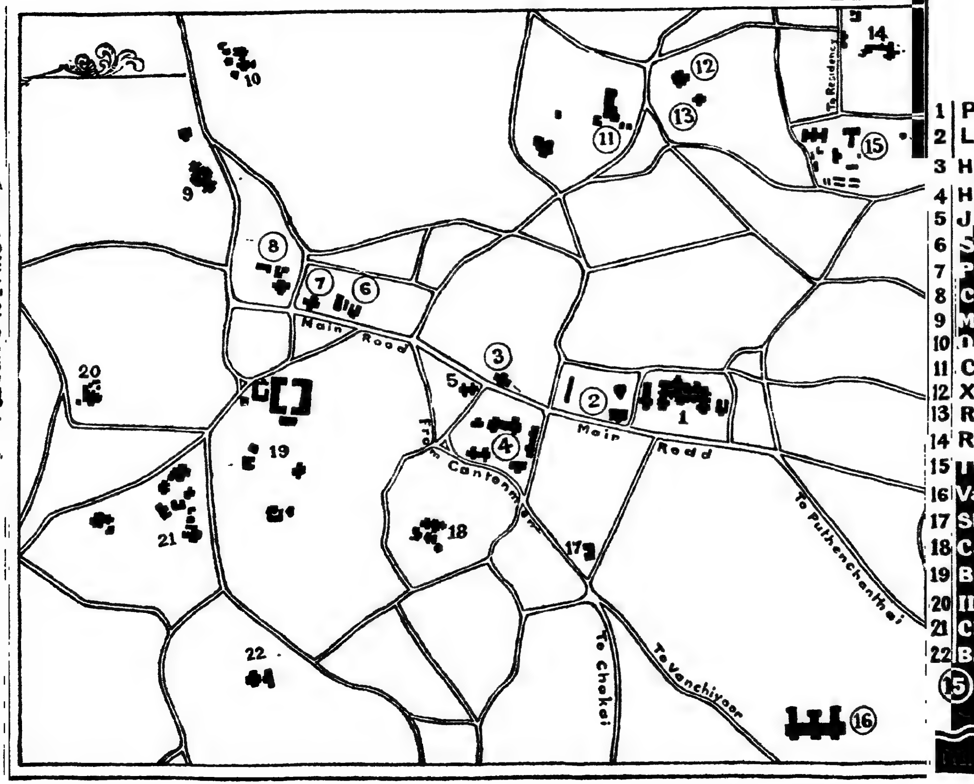
DIAGRAM SHOWING RECEIPTS & EXPENDITURE OF THE UNIVERSITY INSTITUTIONS FROM 1088 ONWARDS.

Reference:- { - - - - - - Receipts; ———— Expenditure.; ×××××× Net Expenditure.

THE UNIVERSITY INSTITUTIONS. viz.,

(1) H.H. The Maha Rajah's College for men.
(2) Do. Do. Women.
(3) The Training College
(4) The Law College.
(5) The School of Arts.
(6) The Ayurvedic College.
(7) The Sanskrit College.
(8) The Public Library.
(9) The Museum.
(10) The Archaeological Department.
(11) Educational Museum and Bureau
(12) The Department of Curator for publication of Sanskrit manuscripts.





REFERENCE

1 Public Offices
2 Law College
3 High School for Girls
4 H.H. The Maharaja's Sci: College.
5 Jubilee Town Hall.
6 School of Arts
7 Public Library
8 Caste Hindu Hostel
9 Museum & Public gardens
10 Observatory
11 College for Girls
12 Xanadu
13 Ross House
14 Residency
15 Training & Arts Colleges
16 Vanchiyoor School
17 St. Joseph's High School
18 Cammanding Officer's Qrs:
19 Brigade & Cavalry stables
20 II Battalian Commandant's Qrs:
21 Chief Engr's. Office & Qrs:
22 Barton Hill Bungalow.
(15) Government Educational Buildings.
Roads.

VALUE OF EDUCATIONAL BUILDINGS IN TRIVANDRUM.

No.	Buildings.	Value of Buildings.	Area.		Cost per cent.	Site value. *	Value of Buildings and site.	Floor area in Sq. feet. §	Maintenance grant.	Remarks.
			Acres.	Cents.						
1	H. H. The Maharaja's College of Science .	3,70,000	9	60	300	2,88,000	6,58,000	58,041	1,000	
2	Play ground near Jubilee Town Hall .	3,000	1	58	300	47,400	50,400	..	..	
3	Jubilee Town Hall .	60,000	1	24	300	37,200	97,200	..	..	
4	Girls' College (old) .	92,000	6	29	300	1,88,700	2,80,700	15,392	..	Now used as High School for Girls.
	Mead's Compound .	5,000	1	60	300	48,000	53,000	..	750	Annexure to 4.
5	School of Arts .	50,000	2	60	300	78,000	1,28,000	6,200	500	Roughly
6	Public Library .	75,000	2	84	300	85,200	1,60,200	..	420	Do.
7	C. H. Hostel .	2,50,000	4	44	300	1,33,200	3,83,200	21,808	..	Nearing completion
8	Warden's quarters .	35,000	3	40	300	1,02,000	1,37,000	..	250	
9	Museum, Bungalow, quarters &c. .	1,50,000	24	20	100	2,42,000	3,92,000	..	835	
10	Observatory .	60,000	22	..	100	2,20,000	2,80,000	..	923	
11	Girls' College (new) Taikad .	1,00,000	10	62	200	2,12,400	3,12,400	14,974	..	
12	Ross House .	30,000	2	10	200	42,000	72,000	..	250	
13	Xanadu .	20,000	1	75	200	35,000	55,000	..	365	
14	Training College and Model School, Arts College Principal's quarters &c. .	3,50,000	9	41	300	2,82,300	6,32,300	73,878	810	
15	Play grounds .	..	10	..	100	1,00,000	1,00,000	..	..	Annexure to 14.
16	Barton's Hill .	25,000	17	15	100	1,71,500	1,96,500	..	270	
17	Law College .	1,00,000	1	82	300	54,600	1,54,600	..	600	
18	S. M. V. High School .	5,00,000	10	58	200	2,11,600	7,11,600	58,842	1,190	
	Total .	22,75,000	143	22	..	25,79,100	48,51,100	2,49,135	8,163	

§ Used as class rooms.

CHAPTER X

General Features of the University

Introductory

Before outlining the constitution of the new University, and estimating its financial requirements immediately and in successive stages after its foundation, we must deal with a number of closely allied questions relating to the general aspect of the University, such as its courses of studies, faculties, standards, residence, teaching equipment, etc. We deal with each of these, in separate sections of this chapter. Whatever be its type and wherever it be located, the University's success will depend very largely upon the character of these. Their importance may therefore be obvious. They have already received much attention at the hands of expert bodies, or formed the subject of special reports, both within and without the State. A large part of the Report of the Calcutta University Commission is devoted to their consideration. They formed the points of reference to the Special Committee of the Senate of the Madras University appointed in 1921 to report on the revision of the Intermediate curricula and courses of studies and on the reorganisation needed in the light of the findings of the Sadler Commission. They also came within the purview of the Committee appointed by the Government of Madras in G. O. No. 1557/Law-E, dated the 25th October, 1921, under the chairmanship of Dewan Bahadur Sir R. Venkataratnam Naidu, to report on the applicability of the decisions of the Sadler Commission to secondary and 'intermediate' education in the presidency of Madras. In Travancore, the condition of the secondary schools was examined in 1919 by Dr. G. F. Clark, Principal of the Training College, Trivandrum. The detailed report he presented to the Government at the conclusion of his enquiry was placed before us with the comments of Mr. L. C. Hodgson, the Director of Public Instruction. In our own Committee, we found it convenient to appoint a sub-committee to consider these questions and prepare the material for the subsequent detailed consideration they received from us. The fullness with which they have been dealt with by the various

bodies referred to above renders it unnecessary to discuss them in detail in this Report. We accordingly restrict our observations to the points which appeared to require further explanation in order to justify our own conclusions.

I

Entrance to the University

2. The character of the university education received by a person must very largely depend on the soundness of the previous education received by him in the schools preparing for admission to the university. This truth is well recognised. The Haldane Commission, for instance, have recorded their opinion thus :

"A sound general education, giving the power of accurate expression and orderly thought, must be the basis of university work...... These intellectual qualifications, together with the formation of moral habits, must be accompanied by a wide range of study at school. This last requirement it was the intention of the original Matriculation examination (of the University of London), to ensure. The growth of specialisation has tended to restrict the range of the Matriculation examination, and has altered its purpose so much that the securing of a sound general education has been lost sight of. This appears to render the Matriculation examination unsuitable for school purposes, or as a test of fitness for university study."*

To rectify these defects, they suggested the lengthening of the period of life in the London secondary schools, so as to enable a pupil not only to acquire more knowledge of those subjects which were specially required for his future university course, but to make it possible for him, *before* entering the University, to obtain a good working knowledge of all the subsidiary branches of knowledge necessary for his more specialised studies in the University. The Haldane Commission admit the desirability of providing for *some* specialisation even in the schools, but deprecate the sacrifice of a good school education in the craze for premature specialisation. In order that the advantages of a sound general education in the school might be fully ensured to entrants to the University, they proposed *two* school examinations, one to be taken

---

* Analysis of the Final Report of the Royal Commission on University Education in London, p. IX.

by the pupils about the age of 16 for testing the possession of a broad general education, and the second at the age of 18, to test the general education carried a step further by specialisation, in the directions in which the further studies of the students would lie after they entered the University.

3. These recommendations are of interest when considered side by side with the similar proposals made in India. The general complaint in India has been that the course of education given in the secondary schools fails to ensure an adequate foundation for university work. Different remedies have been suggested for correcting this defect. Great hopes were raised some years ago by the substitution of the S. S. L. C. test for the Matriculation examination conducted by the Madras University. One of the features of the S. S. L. C. scheme was the reliance placed upon "course marks" and the moderation of the marks of the final examination conducted at the end of the school course by such "course marks." Experience of the S. S. L. C. scheme in South India, during a decade has however revived the complaint of its inadequacy for determining admission to a university course. The local S. S. L. C. schemes are now criticised, whether considered by themselves or in connection with the main purpose of secondary education, or as leading to university or technical courses of study. Bengal did not give up the old Matriculation test. It was not, therefore, necessary for the Sadler Commission to discusss the features of the S. S. L. C. scheme, but their detailed examination of the secondary school system in Bengal contains many observations of great value, to which we should like to refer, in connection with any proposals to improve secondary education in Kerala.

4. To a university, it is natural that a determination of the manner in which admissions are made to it should be of cardinal importance. This is why the right of 'matriculating' candidates for admission is jealously safeguarded in all universities. In the provincial Universities in India, till about fifteen years ago, admission to the university classes was governed exclusively by the Matriculation examination conducted by the local University itself. This examination was approximately of the same standard as the S. S. L. C. examination which superseded it in most of

the provinces, and which, so far as the presidency of Madras was concerned, was regarded as an improvement on both the Matriculation test and the Upper Secondary examination which had been started a few years earlier by the Madras Government and then been given up. The previous Travancore University Committee considered this question. But when their report was submitted in 1919, the Travancore S. S. L. C. scheme had been in operation for over just a quinquennium, though sufficient experience of it had already been gained to disclose its strong and its weak points. The Committee appear to have felt that the practice of allowing a large number of pupils to 'matriculate,' *i. e.*, to enter upon university studies, on the results of the S. S. L. C. examination, was not altogether satisfactory. They suggested that the Travancore University should take into its own hands the conduct of its entrance examination. Similar proposals for reviving the old Matriculation test conducted by the University have been advanced in every province of India during the last few years. Some of those who desire to go back to the old Matriculation base their proposal on the ground of the financial gain to the University from the revival of the entrance examination which used to bring a very large *net* revenue every year. The monetary compensation given by our Government to the University of Madras, for the loss of revenue consequent on the substitution of the S. S. L. C. examination, is undoubtedly small when compared with the income which the University used to get from the latter. But financial considerations are not decisive in such a case, though they cannot be disregarded. They are hardly of the same order of importance or urgency as the quality of the work done in particular courses, whether as a part of a S. S. L. C. scheme or in the course of studies culminating in a *university* entrance examination. One of the many complaints made against the old Matriculation was its *rigour* resulting, as in Madras, in the success of barely a fifth or a sixth of the total number of candidates who sat for the examination. It was therefore hoped that the moderation of examination marks by the *course marks* obtained in the school would give fairer results. These hopes were largely realised after the introduction of the moderation scheme. As against a fifth or sixth of the aggregate

number examined that used to be declared eligible for college admission, in the old Matriculation examination, about 40 to 50 per cent of those who entered for the S. S. L. C. examination are now declared to be fit for admission to university courses. Even if it stood alone, this feature might by itself have been regarded as a justification for the change. But the satisfaction should be unalloyed only if it should be established that a real injustice to candidates had been removed by the new scheme and that a considerable educational wastage had been stopped by it. Such a conclusion is, however, held to be difficult to substantiate when the figures of those who enter every year for the university courses are compared with those of the success of the same batch of students at the end of the course of the university studies ending with a university degree. It is found that not more than 10 per cent of those who sit for the S. S. L. C. examination usually succeed in obtaining their degree. This would indicate that the wastage still persists. It is not therefore surprising that attention is again being concentrated on the defects of both the pre-university and university courses of studies and examinations in recent years. There is now a general conviction that the S. S. L. C. scheme fails to weed out students who are obviously unfit to undergo a university course. When the scheme was introduced, it was hoped that it would be a fairer test of ability or attainment than a single, formal examination like the old Matriculation, that through it a better selection of material for university and technical course of study would be ensured than under the old test, and that the S. S. L. C. examination would mark a definite line of separation between those whose aptitude and aspirations lay in the direction of university studies and those whose desire was only to pursue technical or professional studies or to enter life at once. We have had before us figures of the number of persons who have succeeded in the Travancore S. S. L. C. examination and the percentage of those who have sought admission to colleges. They show that the percentage of students who enter life immediately after the S. S. L. C. examination, or who join technical and professional institutions, is exceedingly small. It is said that the arbitrariness and inelasticity of the old Matriculation *examination* have been perpetuated in the S. S. L. C. scheme, that in effect the

course marks of the latter are after all but the marks of *formal* class examinations conducetd by the schools, and that the final marks on which admissions to colleges and the public service are determined are again based only on the moderation of one set of examination marks by another. It is obvious that, if the rules for the moderation of marks and the formulæ according to which the moderation will be conducted are known beforehand, particularly if such formulæ take account of marks which represent class and state averages, there may be both the inducement and the possibility for unscrupulous or weak headmasters to invent devices by which the benefits of the moderation might be secured to their schools by the manipulation of school and class averages. Whether such devices are as widely current as they are believed to be or not, it is not for us to investigate. But the belief indicates that the S. S. L. C. scheme is not now viewed with the unmixed approval which it received when it was first introduced.

5. In regard to the complaints against the S. S. L. C. scheme on the score of its inadequacy for a university entrance, it has to be remembered that similar complaints used to be made against the old Matriculation too. There are, however, two criticisms levelled against the S. S. L. C. examination considered as an entrance test to the University, which may be distinguished. The first refers to the almost exclusive reliance on a formal written test. The second relates to the character of the course of studies for the S. S. L. C. examination. The second criticism is, to our mind, more important than the first. Till the separation of the University of Mysore from the University of Madras, entrance to all the colleges of South India was determined by the four S. S. L. C. examinations conducted by the different Governments. The University of Madras retained the right to a representation on the S. S. L. C. Board for the presidency of Madras, but it neither sought nor obtained any such representation on the S. S. L. C. Boards of the Native States whose colleges and schools were also affiliated to the University. Some want of uniformity was inevitable between the S. S. L. C. courses of studies in the different areas within the same University. The scheme of moderation devised from time to time

by the Syndicate of the University did not apparently take into account such variation in standards. For example, it has been stated that, in some respects, the S. S. L. C. scheme in Travancore provides a better and a more thorough course than that of Madras. (1) The History of India and Nature Study are both compulsory subjects in the Travancore S. S. L. C. scheme, while they are not so in the Madras scheme. The study of British History *as a whole* is provided for in the Travancore scheme while in Madras only a period of British History has to be offered. The Travancore scheme is also less specialised in ckaracter than that of Madras, and might therefore be said to ensure a better general education than the Madras course. (2) Again, success in the S. S. L. C. examination is determined for *each area* by reference to the *average* marks obtained in the aggregate of all subjects and in each individual subjects of the final examination. A vast area like a presidency, with schools of different levels of efficiency, cannot obtain as high an average mark as a compact area like Travancore or Cochin, with schools and students of a more homogeneous and of a more efficient character. A test based on state averages, if applied in a smaller tract to determine successes, must prove more stringent than in a bigger area. (3) When the S. S. L. C. scheme was substituted for the old Matriculation, the Intermediate courses of studies took the place of the F. A. course which, like the old Matriculation, was of a more general and more diversified character than the present Intermediate. Thus, both in the old Matriculation and the old F. A. courses of the Madras University, all students had to study, besides English and a second language, Mathematics, Physiology or Physiography, Classical History and sometimes Logic also. When the new courses and examinations were substituted for the two courses, a more intensive knowledge and a narrower range of subjects was prescribed in both the S. S. L. C. and the Intermediate courses. As a result, specialisation now begins two years at least *before* the S. S. L. C. examination, *i. e.*, usually in the Fifth Form, when a student is about fourteen years of age. It is not therefore surprising that the complaint now is that students enter on their degree courses with four years of specialisation to their credit in just those subjects in which they propose to specialise further in the B. A. classes, but

thoroughly ignorant of other and necessary branches of knowledge whose importance in a course of secondary and pre-degree education can hardly be regarded as inferior to that of the subjects now prescribed.

6. In view of the importance of the above questions and the divergence of opinion on them, we have found it necessary to go into them with some fullness. The evidence that has been before us would support any proposal for the university entrance being determined by the results of examinations conducted by the *University*, in preference to a departmental examination like the S. S. L. C. test. This proposal was made, as already stated, by the former University Committee. In their report it is laid down "that the proper authority for deciding necessary qualification for admission to the University should be the University itself," and it is suggested that admission to the University be regulated "by means of a Matriculation examination conducted by the University *as a test of general education.*" In adverting to the defects of the secondary schools, the former Committee emphasized the need to improve the teaching of the Physical Sciences which were then believed to be neglected in the schools. For several years before the formation of the former Committee, the Professors of H. H. the Maharaja's College at Trivandrum used to lament year after year the bad teaching of English in the secondary schools. This complaint or criticism is repeated in the special report submitted by Dr. Clark in 1918. Several of our witnesses who have had a considerable experience of the old Matriculation and of the present S. S. L. C. course have told us that, both as to command of English as well as to general capacity, the students who now qualify after the S. S. L. C. examination are decidedly inferior to the old Matriculates of the University. A similar complaint is also made in regard to the general capacity of the present-day Intermediate student, as compared with the older F. A. student. We know that the same views are expressed in Madras also, but, with the materials before us, we find it difficult to speak with any confidence on the justice or otherwise of these comparative estimates. The critic of the present S. S. L. C. and Intermediate courses would account for their alleged inferiority to the older courses in two ways, *viz.*, (1) the excessive

and premature specialisation inaugurated by the new schemes, to the neglect of a sound foundation of general education, such as would fit a student equally for entrance to the University or technological studies, and (2) the large extent of overlapping which now exists between the Intermediate and S. S. L. C. courses, particularly in the "Science" subjects. Some other critics would lay stress also on a third cause, *viz.*, the excessive attention given to English in both the courses, and the use of English instead of the vernacular as the medium of instruction in the secondary schools. They would claim that the justice of their criticism is admitted by the old Madras Senate which passed a resolution on the 27th November, 1920, recommending that, in the S. S. L. C. and the Matriculation examinations candidates should be given an option to answer their question paper either in the vernacular or in English, except in the subject of English, in which English should be compulsory, and in the question papers on the vernacular in which the vernacular should alone be used. It has not been possible for us to examine in detail these criticisms of the courses and standards of the Entrance and Intermediate examinations. But for our purposes, it is sufficient to state that we find that there are grounds for the belief that proper university work does *not* begin till *after* a stage roughly corresponding to the present Intermediate, and that an essential condition for the success of any university education in the State should be the thorough over-hauling of the course of studies and examinations leading to and determining admission to the university. So long as work done in the Intermediate classes can be characterised as deferred school work, real university teaching must fail, and there must be a constant tendency in the University for low standards.

7. In putting forward these conclusions, we must state that in our view, there has been a distinct improvement in standards, in one or two subjects, after the introduction of the S. S. L. C. course. But our feeling is that premature specialisation is responsible for lower levels in most subjects, and particularly in English, and that the numerous proposals that have been made in recent years in the University of Madras to add new compulsory subjects to the

Intermediate curricula have sprung from the dissatisfaction with this excessive specialisation, and the conviction that it had led to the neglect of such essential subjects as Mathematics or a classical language, or Indian History. The feeling in favour of a *general* course as the best foundation for university work is as clearly responsible for the unwillingness of the advocates of the inclusion of these additional subjects to find places for them by omitting any of the existing compulsory subjects of the present Intermediate curricula. Even when it has been pointed to such advocates that, by making the course unduly heavy, they might defeat their object, since a reduction in the standard of attainments in all subjects must then be the inevitable consequence, they still press for the inclusion of new subjects.

8. Our conclusions are thus roughly in agreement with those of the Committee of the Madras Senate contained in the following extract from their Report dated the 27th November 1920:

"The Committee recommends that the stage of admission to the University should be that of the present Intermediate instead of that of the present Matriculation or S. S. L. C. examination."

"There should be two examinations, the first approximately corresponding to the present S. S. L. C. or Matriculation, to be taken at the end of the high school stage, and to be known as the S. S. L. C. examination; the second, approximately corresponding to the present Intermediate, but much more varied in its range, to be taken at the end of the Intermediate examination. The range and standards of both these examinations should be carefully reconsidered. Success in the Intermediate examination should be accepted, under conditions to be laid down by the University, as sufficient qualification for admission to the University. In the other cases the University should prescribe its own test for admission.

Note.—(1) The Committee decided not to fix any minimum age for either the Secondary or the Intermediate examination.

(2) A motion to have a University entrance examination for all candidates regardless of whether such candidates had previously passed the Intermediate examination or not, was rejected by the Committee."

9. It is not without significance that the Committee appointed by the Madras Government under the chairmanship of Sir R. Venkataratnam Naidu arrived at a somewhat similar conclusion.

10. We would accordingly accept the view, which has authoritative modern educational opinion behind it, and which has been tested by the experience of the war epoch in the West, that a good general education is as much a necessity in the way of a preparation for technical courses of study as for university studies and, that, in order that it may be ensured in India, an improvement has to be made in the course of studies leading to the university entrance test. This was the finding of the Joint Conference of the Council for Humanistic Studies and the Education Committee of the Board of Scientific Societies in England, as recorded in their joint report of July 1918. This joint conference arrived at the following resolutions:

(1) " Any examination recognised as " First examination " should make proper provision for the subjects declared at our previous conference to be essential, *viz.*, English (Language and Literature), Language and Literature other than English, History, Geography, Mathematics and Natural Science; and we recommend the following grouping :—

Compulsory subjects : English Language & Literature.
Group I—History and Geography.
Group II—Language other than English.
Group III—Mathematics.
Group IV—Science.
Groups II—IV to be compulsory; but excellence in two groups, combined with evidence of an adequate school training in all four, to be allowed to compensate for weakness in one group. "

Entrance to Universities.

(2) 'The attainment of a satisfactory standard in such education as is indicated in the foregoing scheme of subjects should be a sufficient qualification for admission to a university.'

(3) "Every university, as one regular method of procedure, should admit students who submit evidence (satisfactory to the university) as to qualifications, other than that derived from examinations."

11. We have been favoured with a large volume of opinion in favour of an exhaustive revision of the curricula of the secondary schools of the State. The need for a similar revision of the present Intermediate courses in Arts and Science has also been urged on us. We agree with many of our correspondents that, if a new University is started in Kerala, one of its first duties should be to undertake, either by itself, or in conjunction with the Governments concerned, a searching enquiry into the curricula of the high schools particularly after Form IV. It is only as the result of an investigation of the kind that such a good foundation of general knowledge can be ensured for boys or girls, in the high school, as will enable them to take an intelligent part in every-day activities and help them to enter well equipped on future studies, whether in the university or in technological institutions. Should our scheme for a university be accepted, no time should be lost in bringing the pre-university studies in the areas controlled by the different governments into line with one another, as the result of the inquest proposed.

12. There is much well-informed opinion in favour of retaining both the S. S. L. C. and the Intermediate examinations, even if the latter alone is to serve as the university entrance test. We have considered the wisdom of maintaining two tests instead of one. In our opinion, *two* successive examinations of an *obligatory* character are hardly necessary. We would not object to the S. S. L. C. examination being allowed to continue, in addition to the Intermediate, as an *optional* test of entry to the public service. But we feel that it should not be a compulsory examination in the sense that every student who desires ultimately to enter the University should previously have passed it. The burden of even a single additional examination, at the adolescent stage, should have *behind* it much stronger justification than we are able to see for the retention of both the examinations. It should be possible

to attain efficient standards without multiplying examinations. Adequate staffing and supervision of colleges and schools should ensure these standards. A scheme which would diminish the present strain on our boys and girls by reducing the number of examinations will be generally welcomed.

13. How these objects are to be realised is more than we feel ourselves called upon to report on, in any detail, at this stage. We might however mention a proposal that has been made to us for carrying out the proposed revision of courses, *viz.*, for the appointment of a Standing Committee of about fifteen members, to be formed by the new University, of whom *five* will represent the secondary schools, *seven* the university teachers, and *three* the lay element, brought in to safeguard general interests and prevent the courses of study from drifting away from the needs of every-day life. We have been told that a Committee of this kind would be in a better position to draw up satisfactory courses for the schools leading to the University than either a Committee set up by the University or by a Government and that, if, besides inaugurating the improved courses, this Committee is also empowered to act as an Affiliating and Inspection Board of the University, with power of supervision, inspection and recognition of the high schools and collegiate schools, a real improvement in the tone and standards in pre-university studies could soon be effected.

14. We have naturally devoted some time to the consideration of the duration of the courses of study leading to the University, *taken as a whole*, *i. e.*, the pre-S. S. L. C. as well as the post-S. S. L. C. parts of the courses. A generation ago their length was only nine years. The introduction then of a class just above the middle school, in order to lengthen the duration of the upper secondary course, extended the aggregate period to ten years. In Travancore, an additional year has been introduced since then in order to provide a transition year from vernacular schools to the lower secondary schools. The school course in Travancore now therefore extends to eleven years. By the custom of the country, the initiation into letters does not commence till after the completion of a boy's fifth year of age. Accordingly, cases in which a student

in Travancore is able to sit for the S. S. L. C. examination before the completion of the age of fifteen have been very rare. In order to discourage any tendency in the schools to force the mental growth of their pupils, the University of Madras fixed some years ago the age for Matriculation at fifteen. This provision has not led to any pronounced dissatisfaction in the State, as in other provinces of India where the similar rule has recently been revoked. As regards the University course, the natural inferences are that the present S. S. L. C. course does not complete the school education of a candidate for admission to the university course of study, and that the Intermediate classes are only doing school work. These lead to the further conclusion that a further period of two years of study (corresponding to the length of the Intermediate course) has to be added to the eleven years of the present school course before a student can come up to the B. A. classes. A fifteen years' period is thus regarded as the necessary minimum for the education of a boy *up to* the degree standard. It is not surprising that there is much discontent, owing to the hardship inflicted on the better type of students by the inordinate length of the period of education. This is probably why even those who advocate the starting of real university work after the Intermediate stage will not agree either to an Intermediate course of *two* years, or to keep unaltered the existing duration of the pre-Intermediate school course. Opinion, so far as we have been able to ascertain it, appears to be fairly unanimous as regards one point, *viz.*, that it is inadvisable to raise the age at which a student can normally take his degree. If, for the reasons set forth later in this chapter, it be held that it is necessary to have a degree course of at least *three* years, the discontent with the further prolongation of the period of education to one of sixteen years must be even more acute. A reduction in either the length of the present Intermediate course or in that of the school course has therefore to be suggested. Those who have favoured specialisation in the upper school and in the Intermediate as logically necessitated by the further need to specialise in the degree courses, have proposed the reduction of the *Intermediate* course from two years to one, to be effected by the elimination of mere linguistic or literary studies in the course. On the other hand,

those who object to excessive specialisation in the Intermediate and school courses, maintain that the courses preparing for the University should ensure to the candidate who seeks to enter either the University or the public services or technical or professional studies, a minimum *general* education of a fair degree of efficiency both on the literary and scientific sides. They would bring about the reduction in the length of the aggregate period of education by the transposition partly of the work done in the Intermediate course to the university course, and partly by the prevention of any overlapping and unnecessary duplication between the work of the upper forms of the high school and of the Intermediate course. That there *is* such overlapping now particularly in the science branches appears to be the opinion of experts conversant with the work of both the grades. Those who advocate the second of the above plans of reduction urge that it is not fair to characterise the *entire* Intermediate work as school work. A student in Madras now enters the Senior Intermediate class at about the age suggested by Lord Haldane's Commission for Matriculation in the University of London. It could, by no means (they argue) be said with propriety that those Senior Intermediate students compare unfavourably with those who could be regarded in a European country as fit to enter upon a university course. The University of Mysore apparently proceeded on somewhat similar grounds, when it formed its *collegiate schools* from specially selected schools to which an extra class at the top as preparatory to the university course of three years was added. The unwillingness of even those who feel that the Intermediate course should be revised (*e. g.*, the members of the Committee of the Senate and of the Government Committee at Madras) to agree to begin university work only *after* the *present* Intermediate, and to make the degree course *at the same time* one of *three* years, indicates a similar view. A third plan assumes that there is a certain amount of duplication even in the school itself, in the work of the classes lying between one stage of the school and another, which is not altogether justified in the case of the more promising pupils, and that it is possible to effect the necessary reduction in the school itself, in the stage connecting any two distinct parts of the school course. Thus, it has been stated that the

preparatory class (fifth standard) in Travancore schools is unnecessary for students who have been learning English on the direct method in the primary classes, and for those who do not come to the English middle schools from vernacular schools. The question is difficult and requires to be further explored. In Travancore, the existing school curricula were framed about fifteen years ago. It might therefore be suggested that, either in connection with a scheme for the inauguration of a University or independently of it, Her Highness' Government might well undertake a *thorough* revision of the school curricula in the State, with special reference to the criticism levelled against the present course on such grounds as its undue length, the opportunities it gives to needless duplication or overlapping, the premature specialisation it is said to encourage, and its narrowness of range, especially as judged by the omission of such necessary subjects of general culture as Geography and the elements of the Natural Sciences.

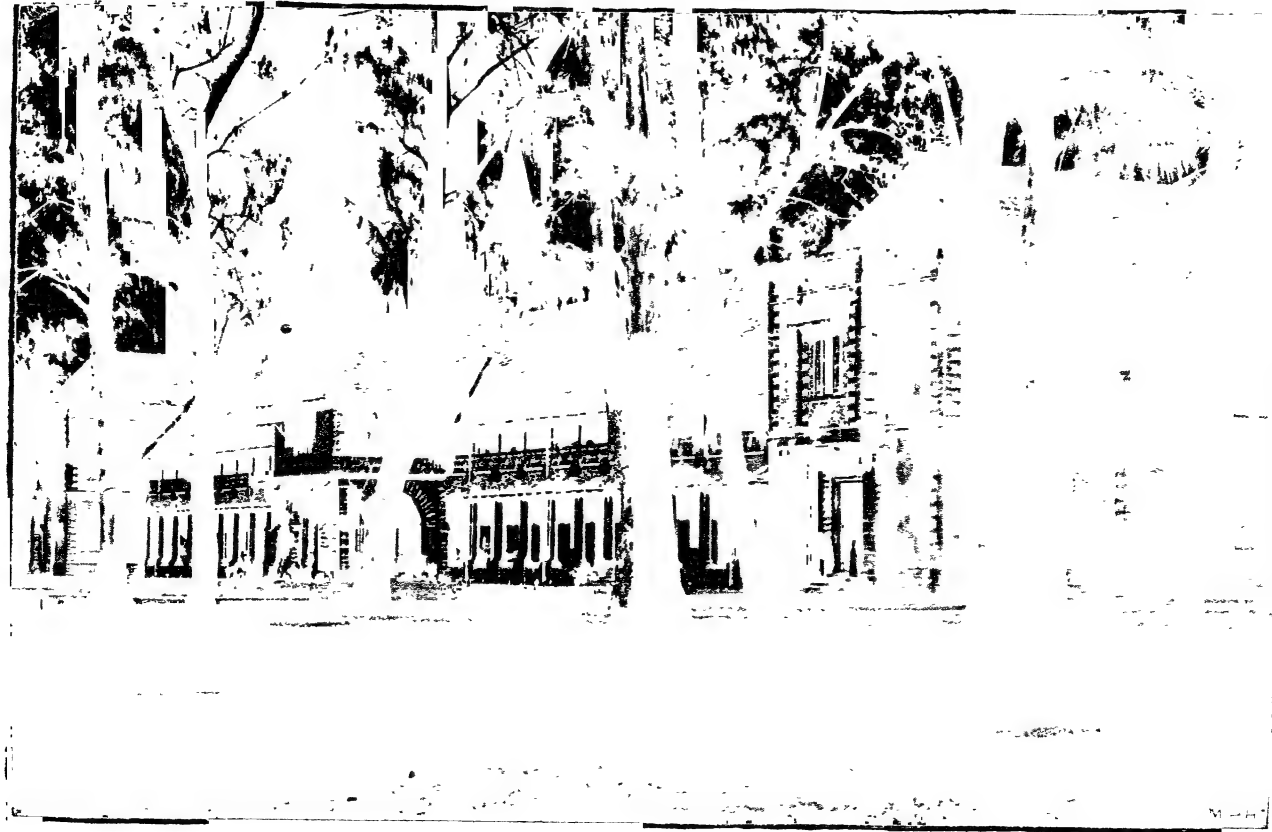
II

Relation between Secondary and Intermediate Institutions

15. A question which arises out of what had been said above is the relation which should exist between the secondary schools and "second grade" colleges. So long as the Intermediate classes have been regarded as "university" classes, leading to a further period of only two years' study for the degree, the universities were naturally jealous of any influences which might tend to reduce the standard of work in the second grade colleges. The opportunity, if not the temptation, to effect such a reduction was believed to be furnished by the retention of the Intermediate classes and the school classes in the same building and under the same head. In such cases it was believed that the recruitment of the staff of the college was affected by the desire to provide for favoured high school teachers whose level of scholarship did not justify their promotion to the college. The introduction in high school teaching of methods of instruction more appropriate to university grades has been indicated as a more probable danger resulting from the union. A tendency had often been shown to form the estimate of the financial requirements of the college on a "secondary school" basis, thereby

leading to the starvation of the college. Instances were also cited of the resources of a high school being lavished on the associated college, starving thereby the school. A much commoner evil of the union had been the promotion to the college staff of a senior teacher from the high school, and the allotment of work in both the college and high school classes to the same teacher in such a way as to overburden him and leave him little leisure to pursue the studies so necessary for his efficient work as a lecturer. These were, *inter alia*, the grounds on which a new policy insisting on the separate administrative agencies for second grade colleges and their feeder schools, and even their physical separation, came to be urged some years ago, particularly after the reorganisation in the University of Madras in 1906. The separation has been insisted on with increasing strictness by successive commissions of inspection sent out by the University of Madras. In Travancore, the policy resulted in the separation, first administratively, and subsequently physically, of H. H. the Maharaja's High School, and the transfer of the latter ultimately to new buildings at Vanchiyur.

16. There has, however, been evidence of a tendency in recent years to go back on this policy. The recognition of the work done in the Intermediate classes as school work has taken the edge out of the criticism that it would be inappropriate to attach a second grade college to the high school. The increase in the number of properly trained instructors, conversant with the methods appropriate to the different grades of instruction, and the attraction to the teaching profession all along the line, of men and women who have taken good degrees, have made it possible to ensure the efficiency of the instruction imparted in any particular grade of teaching, irrespective of the rank of the teacher, and the different grades of the pupils. It is also being recognised with growing vividness that the true aim of education is being largely obscured by the numerous interruptions to continued institutional life available to the student, and by the opportunities now provided to him for migration from institution to institution. The complaints of overlapping have also led to the perception of its origin in the system of water-tight compartments in which each section of education has



S. M. V. ENGLISH HIGH SCHOOL, VANCHIYUR

been confined. Hence there has latterly been a movement to link again colleges and schools, particularly second grade colleges and high schools. We have had the opportunity to peruse the views of a number of teachers of experience and standing on this subject. We are satisfied that there is much to be said in favour of a scheme which would ensure for Travancore or Kerala a method of organisation that would encourage the formation of feeder schools in colleges which are now without them, and which would stimulate the better type of high schools to develop into second grade colleges. Should such an opportunity arise, we should like to see it used to reduce mere repetition work in succeeding years in the school and in the college, to remove monotony, educational wastage and the depression of the able student. When this is done, it should be possible for the fullest preparatory training for entrance to the university or to technical courses to be given without, at the same time, adding more than a single *year* to the existing length of the school course. Whether the new institutions which would do this work of preparing candidates for the university should be styled high schools or collegiate schools, or second grade colleges, appears to us to be of minor importance. The essential thing is that they should provide for not less than *four* years of continuous life in the same institution before a student enters the university or a technical or professional course of study. Under this scheme we can visualise an examination test for the lower ranks of the public services or for the professional and technical institutions, which do not require so good a grounding as for the university, and for the higher technical institutions being imposed a year or two *below* the present Intermediate stage. Such a test might, in our opinion, be purely optional and be left to the Governments. An incidental advantage which would flow from this arrangement is its acceptability to the partners in a scheme for a Kerala University, among whom there might be some natural unwillingness to place a test which regulates the entry into their services under the control of an external body. The preliminary process of weeding out those who have not the aptitude or the inclination, or even the economic strength to continue their higher studies, might help to diminish the pressure for accommodation in our colleges, and also produce a more homogeneous type of students.

for the colleges than now. This would be esteemed a great advantage by those who do not desire to see a reduction in the university standards to be brought about, as at present, by the existence of uneven levels in the college classes and their logical consequences. In order to avoid the confusion that might result from the use of the word 'Matriculation' with reference to both the examination and the admission of students after the Intermediate stage, it would perhaps be advisable to use words 'entrance examination' to the test which comes at the end of the entire pre-university course whether it is conducted by the university or not.

17. The interdependence of the various stages of education is now so well understood that there would be no disposition to deny the claim of a university to exercise some degree of control over pre-university institutions and courses of study. At the present time, in most of the Indian universities, the work of inspection and supervision of such preparatory institutions is left to the provincial educational departments. The university only grants formal recognition to the schools which are approved of by the respective education directorates. It is generally admitted that this system has on the whole worked satisfactorily in areas where the controlling agencies of the department are adequate in number, emoluments and qualifications, and where liberal treatment in the way of grants-in-aid, combined with sufficient administrative firmness, ensures an equal efficiency in departmental and aided schools. The schools in Bengal admittedly got out of hand on account of their great number, relatively to the strength of the controlling agencies and the resources of the local government. Consequently, the University of Calcutta, *alone* among the various Indian universities, felt obliged to maintain an inspectional staff of its own to test the efficiency of the secondary schools prior to recognition. In a Kerala University, the existence of schools under three jurisdictions might appear to call for both an adequate degree of freedom to the educational departments of the states affected, and for the provision of a controlling authority to the University. A feature which would exist in Travancore and Cochin as parts of a Kerala University, for which there would be no

parallel in the provinces of India, would be the large number of institutions for which the education departments of these states would be *directly* responsible. The complaint has often been made that vesting the functions of management and inspection in the same body of officers has not tended to the efficiency of the institutions for which the Inspector-Managers are responsible. In the circumstances, it would probably be even more necessary for a Kerala University to obtain an effective power of control over the courses of study in the higher forms leading to the university classes, than in the universities in British India. In the belief that both the department of education in Bengal and the Calcutta University had failed to pull up the schools in Bengal to an appropriate level lay the chief justification for the proposal to start in Bengal a Board of Intermediate and Secondary Education, independent of either agency, but representative of both, for this special purpose. This suggestion, which was among the more noteworthy proposals of the Sadler Commission, appears to have failed to evoke any enthusiasm in any of the provinces. We would not favour such a Board for Kerala. Its creation here would be attended with many practical difficulties. The compactness of the area, the existence of conflicting jurisdictions and the expense of the Board, would each be sufficient to render the scheme unattractive. The aggregate number of high schools within the jurisdiction of a Kerala University will not be more than a fraction of the number of schools in Bengal. The advantages anticipated for Bengal, from the creation of the Board, can be realised in the new University if, as we have suggested, facilities are given (1) for the association of the higher classes of the pre-university course with the higher classes of the existing secondary schools, and (2) for the entire supervision of the schools for university purposes being vested in the hands of a Committee of the University constituted somewhat on the lines indicated in paragraph 13 above.

18. Should a federal university be started with the restriction of university centres to *three* localties, as proposed by us, some of the second grade colleges in Kerala might have to be satisfied with being what they now are, *viz.*, *preparatory* institutions. The claims of sentiment will probably be satisfied if such institutions are allowed to

continue to style themselves colleges, and to retain their association with the university by becoming subject to its Boards of Recognition and Inspection. If the suggestion already made in this Report for encouraging such institutions to get again into association with high schools be given effect to, it might conceivably add to their attractions as preparatory institutions under the new system.

19. We may now sum up our position in regard to this part of the reference. We concur with most of our witnesses in the view that the University should take upon itself not only the prescription of the conditions determining entrance, but it should also have the *entire* control and conduct of the examination leading to it, and exercise some degree of control and supervision over the institutions preparing candidates for its entrance test. This control will be both efficient and acceptable if an adequate representation exists in the university bodies for the pre-university institutions. Some recognition of this principle is already contained in Section 14 of the Madras University Act which provides for representation of the secondary schools in the Senate. We feel that investing the University with this power of controlling entrance is necessary for the recognition of equivalence of entrance qualifications and for the prevention of hardship from the existence of inelastic rules. It is mainly on this ground that we find ourselves unable to support the suggestion that the qualifications for entrance be laid down in the first statutes of the University. The progressive needs of a university must dictate the alteration from time to time of the qualifications prescribed for entrance. The University must be started with a sufficiently wide discretionary power to enable exceptional cases to be dealt with on their merits by a university Board. If the new University embraces the whole of Kerala, it would be necessary to draw up its statutes in broad and general terms, particularly in regard to matters on which there could not be total agreement between the component areas. In order that matters which would require frequent revision may not have to be incorporated among the statutes, thereby rendering changes difficult and cumbersome, the university Board, which we have already proposed, might be invested with the power to lay down the rules governing admission, and to deal with all applications for exemption

from such rules. An advantage that might result from the existence of such a Board, if it functions aright, would be that, *in course of time* with the progressive improvement of the preparatory institutions, the way will be open for the substitutions of the certificates granted by these institutions for the certificates issued after examinations by the University itself. Admittedly, such a course may not be feasible for some years to come, but we apprehend that it will never be feasible at all should *fixed* rules, to be administered by the Syndicate of the University, be imposed from the outset to regulate *all* admissions to the University, and should these rules make admissions depend entirely on the results of a public examination.

20. The length of the ordinary course of the University is closely related to the question of the duration of pre-university course which has already been discussed. At the present time, in the University of Madras and in most of the provincial Universities of India, the course leading to the ordinary degree extends to four years, the first two of which are regarded as forming an intermediate course. In the University of Mysore, it is one of three years, one of the years of the old Intermediate course having been added to the school course, in special preparatory institutions styled 'collegiate schools.' These are inspected and affiliated precisely in the same manner in which second grade colleges are inspected and affiliated in the University of Madras. The Calcutta University Commission suggested a *minimum* duration of three years for both the Pass and Honours degrees *after* the Intermediate stage. If the duration of the present Madras Intermediate course was left unaffected, this would imply a term of *five* years after the new matriculation for the entire course leading to the first degree granted by the University. To the candidate of average ability the result of the change would be the prolongation of his academic life by *two* years. It might be so even to the exceptional student, unless the two years have been made up for by forcing the pace in the secondary schools so as to result in his coming up to the Sixth Form in his thirteenth year. When it is remembered how exceptional matriculating at the age of thirteen was even in former days, the recommendation of the

Sadler Commission in this matter can only be viewed with misgiving as likely to prolong the academic life to the student. The proposal has naturally been unpopular. The Committee of the old Madras Senate, which considered in 1921 the applicability of the conclusions of the Sadler Commission to the conditions of the local University rejected the proposal. At the same time, it expressed willingness to accept *three* years as the proper duration of a university course. The proposal was also considered by Sir R. Venkataratnam Naidu's Committee. This body, in which both educationists and public men were largely represented, came to a conclusion which is admitted to be only a compromise. "It was formally of the opinion that any course of university education of duration of but two years could not but be considered too short to make the needed impression on the pupils and that, *as it was out of the question* to adopt the Sadler Commission's recommendations to lengthen the remodelled Pass degree course from two to three years, the only alternative open to it was to leave this stage of education in the hands of the University." The Rev. W. Meston, Principal of the Christian College, Madras, dissented from the views of the Committee and argued forcibly in favour of a *three* years' course as the *minimum* for a Pass degree. We are disposed to agree with his conclusion in preference to those of the Committee, for reasons largely identical with those that he put forward. But we apprehend that the change will not be popular in South India, and may perhaps fail to obtain sanction even in the new University of Madras. "The steady adoption of the *three* years' course throughout the universities of the world might indicate that this is found in practice the one which on the whole works best." Under a two years' degree course, a college would only consist of two classes of students, *viz.*, fresh men and those about to appear for the degree. "The effect of this would be that collegiate life would be seriously impoverished and unless the reorganisation of collegiate education is to give a really great stimulus to corporate collegiate life, the effect that may be produced will fail to give to the nation that powerful asset which only life at a college can supply." A longer period than three years for a university course, without a simultaneous increase of the age of

graduation will be possible only by adhering to the present system whose main defect is the break it makes at the end of the second year. "The result is that innumerable students migrate in the middle of their course, and college allegiance becomes divided or inoperative." We have already stressed the importance of continued institutional life. The freedom to range from institution to institution, so largely characteristic of German academic tradition, can hardly be recommended for India. Even in Germany there have been doubts as to whether this has not been more a handicap than an advantage to the average student. The growth of intimate relations between teacher and student, which is an important feature of the ancient Indian educational ideal of life in a *gurukula*, is equally necessary for the attainment of the best in academic life to-day. We have accordingly felt the need of such an unbroken period of similar life even in the pre-university stages, and have been led to suggest ways in which it may be provided and ensured.

21. The need of the exceptional student, to which a pointed reference has been made in the Sadler Report, is largely the justification for the creation of Honours courses in the University of Madras. In the other universities of India, the Honours student has only been those who takes up additional subjects, or who undergoes simultaneously with a Pass student *extra* course. A mere extension of the range of studies or an increase of the volume of work to be done, though often characteristic of the difference between Honours and Pass courses, can hardly be regarded as a logical ground for their separation. It is always possible, as it has been in Madras even under the older system, in which there was only a common degree for all students, for an able and ambitious student to do more work and to aim at a higher place in the class list, or to take in succession additional branches of study. The main difference between the Honours course and the Pass course should lie in the different modes of treatment accorded to each, the Honours student being expected " to show independence of mind, to do more of his work on his own account, and to need guidance other than more instruction as compared with the ordinary student." It is on these grounds that the University of Madras introduced thirteen

years ago, a complete separation between Honours and Pass courses, reserving the former for the students of exceptional ability or ambition. The experience of Madras, however, has encouraged criticism. The Honours courses have, to begin with, not attracted the large number anticipated for them when they were founded. The poverty of the bulk of the students, to whom the degree in Arts or Science is but a passport to professional courses of study like law or medicine or engineering, has naturally made them unwilling to face the additional strain and the extra year involved in the Honours course. This in turn has reacted on the selection of students to the Honours classes. There has been some decrease in the rigour of the selection of students admitted to the Honours course. Further, the character of our Intermediate courses, involving the re-doing of much school work in the Intermediate class which, in the case of an exceptional student, hardly needed to be done again, have precluded the possibility of his receiving at that stage such previous training as would make him get the best out of the succeeding Honours courses. It has also been the experience of many Honours teachers that many of the students who join the Honours courses are not mature enough, judged by their equipment, to undertake the specialised studies of the course, and that, if they enter on such studies after the discipline of a 'Pass' course, they would derive more benefit from such specialisation. An agitation for the conversion of the Honours courses into post-graduate courses, corresponding to the M. A. in most of the Indian universities, has arisen among instructors who have had experience of both courses at Madras.

22. The question of the duration of Honours courses would depend largely on the settlement of the length of the Pass courses in the new University, and the regulation of their tone and character. The question can also be considered with advantage only after the decision of the University of Madras is known, since it is necessary that, in the interests of equivalence of degree and standards between the new University and its parent there should not be a marked divergence between their decisions in so important a matter. We accordingly feel that the settlement of this issue might well be left over to the new University itself.

III

Departments of Study, Faculties, Standards and Examinations

23. We have been directed to examine and report on the departments in which instruction should be offered by the University and to suggest the faculties to be organised in it and the examinations to be provided not only immediately on its inauguration but for several years after. We are also required to indicate the successive stages in the development of the new departments or Faculties and the order of priority in which they should be opened.

24. This part of our reference is in some respects that which relates most directly to the ordinary work of the University. In a seat of learning, educational policies must be determined by the Faculties. Those who have administrative charge of the University can seldom have the aptitude, the inclination, the knowledge and experience required for the useful direction of the ordinary studies of the University. This is why its real academic work is left to those who are directly engaged in it. In this matter Indian tradition has not been altogether in harmony with that of the West. In our universities, the Faculties have had only a nominal existence. The chief bodies of our older universities have been the Senates which have been made responsible for the legislative as well as academic work, and have also been vested with a power of oversight and control over administration and over their executive Committees. The Syndicates have similarly been given academic and executive functions. A combination of duties of the kind in the assembly and councils has resulted in the supremacy of lay opinion in our universities. Every member of an Indian Senate used to be assigned a Faculty whether he was a teacher or not. Unlike universities elsewhere, where Faculties consist exclusively of those engaged in teaching, our Faculties have contained large proportion of lay members. Since the publication of the Report of the Sadler Commission, a change has come even in India. The Faculties in recent Indian Universities are constituted so as to consist almost entirely of teachers. Every member of the Academic Council in our newer or reconstructed Universities, may and does belong to a Faculty. But the Academic Councils include lay members who have

thus to be given places in Faculties. Even after this change, our Universities have hardly come into line with those of the West. Elections and nominations to the Academic Councils are made on different principles from those on which a Faculty has to be constituted. For instance, one of the important questions which had to be settled, before an efficient Faculty can be constituted, is the rank which a teacher should have before his admission to a Faculty. The importance of having precise and clear rules to govern the membership of a Faculty needs no special advocacy. Should a Faculty be composed of only *full* professors, and heads of teaching departments ? Or, should it include Assistant or Associate Professors Readers, Lecturers, Tutors and Demonstrators ? If the junior men are allowed to get into a Faculty in larger numbers, their united voices must outweigh the opinion of the senior members of the instructional corps. The policy of the university, if left to the decision of Faculties thus formed, will be directed by the prepossessed ideals and the limited experience of the younger men. Opinion can be divided on the value of this result.

25. One of the ways in which our new University may initiate an useful departure from the older provincial Universities is thus to have efficient Faculties which will not have a nominal but a real and effective existence, and will be entrusted with all the ordinary academic work of the University. This will be satisfactory. A division of functions between its administrative and academic bodies is now widely recognised as necessary to the proper working of a modern university. Such a division of powers will be secured by the assignment of academic work to the teachers of the universities as represented in its Faculties. Academic freedom in its best sense implies the right of teachers to determine their own programmes of work and standards unfettered by regulations or restrictions imposed on them by lay members and their power to determine the manner in which recruitment to their ranks is to be effected both in the university and its constituent institutions. It will be thus seen that, in the formation of Faculties, it would be wise to secure a due proportion between experience and enthusiasm as represented by the senior and junior members of the teaching body.

26. Academic tradition in the West has limited the number of Faculties to four or five, *viz.*, Philosophy, Law, Medicine and Divinity, and in younger universities, Applied Science. The Faculty of Philosophy corresponds to what we now style at Madras the Faculties of Arts and Science. Under the Faculty of Applied Science are grouped Engineering, Technology, Agriculture, Forestry and the like.

27. A distinction is also usually made between a Faculty and a Department. This is useful in restraining the tendency for the needless multiplication of Faculties by giving the rank of Faculties to Departments. But for efficiency and prestige, a Faculty should contain a sufficient number of instructors of ability, experience and rank. It should also have a good percentage of men who have attained a wide reputation for their work. A department like Teaching, if treated as a Faculty, might come to be limited to a few members, by consisting of only those who are engaged in the work of *training* teachers. It would then be difficult for it to possess these necessary features of a good Faculty. It might therefore be more suitable to designate Teaching as a department or a branch of a Faculty, than as a Faculty. It can be argued that the Faculties of Arts and Science, even if they are separated, would each be numerically so big as to consist of several departments, and that, in such large Faculties, efficiency may be impaired by their unmanageable size. The danger can be neither real nor likely, except in a university of colossal size. Even in such a big university, the danger will exist only if no care is exercised in recruiting the Faculty and if all instructors are of equal rank. The departments of a Faculty might often overlap. One of the chief functions of a Faculty would then be to maintain a suitable balance between the interests and the competing demands of its departments. On the same ground, there will be justification for the union of Science and Arts in a single Faculty, in a university founded by the incorporation of existing institutions, so that in the initial stages the predominant influence in the Councils of either the Arts or the Science elements might not result in lopsided development arising from the depression of a group of subjects in order to develop another.

28. A university can be regarded as a teaching body only if due prominence is given to the Faculties in the control of all its academic work. In paragraph 124 of their Report, Lord Haldane's Commission have indicated in general terms the constitution, powers and duties of a Faculty. A Faculty should consist, in their opinion, either wholly or in the main, of all University Professors, including all the Assistant Professors of the subjects comprised within it, of University Readers similarly engaged, and of such other teachers and officers appointed by the University as the Faculty may elect to have. It must have the power to appoint or act as Boards of Studies and to be competent to lay down the conditions of the award of degrees, diplomas and distinctions within its purview, and the courses of studies leading to them. It should determine the rules for the conduct of the examinations of the University and be generally competent to advise the other university bodies as to the provision and organisation of teaching within the Faculty. The powers and functions indicated above are more briefly indicated in Section 6 of Statutes of Harvard University in which it is laid down that each of the sections of the University is "under the immediate charge of a Faculty." This implies that a Faculty has "immediate charge of the requirements for admission, of the course of instruction provided, of the daily demands upon both teachers and students, of the times and seasons of university work during term time, of the conditions on which degrees are conferred, and of the government of the students in all respects."

29. It is neither possible nor perhaps desirable that an Indian university should start with all the usual Faculties and departments. Such justification as exists for the formation of a separate University in Kerala can hardly be said to include the obligation to *improve* on the parent University by either founding new Faculties or having as many departments as an older one. If this is the ideal to be realised, the formation of new universities may be attended by several costly failures, as each university will attempt to embrace more departments of study than its resources are equal to, and consequently to start with a number of half-starved departments of

study. Academic prestige is more often the fruit of high aims, endeavour and achievement in the fields selected, than of an ambitious attempt to cover a very wide field of studies and work.

30. Overlapping between the activities of contiguous universities can be wasteful. That can be avoided if the needs of the areas in which universities are formed have to be prominently kept in view by them. An academic division of labour between universities in regard to the more costly or the more exacting branches of study must prove beneficial, particularly in a comparatively poor country. A new university formed from an older cannot be expected to justify its existence by giving up entirely its dependence on the parent. These are grounds for our endorsing generally the recommendations of the previous University Committee as regards the departments of study and Faculties which the new University might be called upon to form in its earlier years.

31. A University for Travancore will naturally start with the branches of study now provided by its colleges and gradually work up to a wider range of studies. The previous Committee indicated the various departments of the University which they recommended that it should provide instruction in as under :

1. Languages—Modern and Classical. Modern Languages include English and Dravidian Languages, and Classical Languages include Sanskrit.
2. Mathematics—pure and applied.
3. Chemistry—pure and applied.
4. Physics.
5. Natural Science—including Botany, Human Physiology, Zoology and Geology.
6. History.
7. Geography.
8. Economics.
9. Philosophy.
10. Law.
11. Teaching.
12. Medicine.
13. Engineering.

32. They proposed that the work in the several departments should be of two grades—a higher and a lower—the former leading to degrees and the latter only to diplomas or certificates. They recommended that, in four other subjects, *viz.*, Agriculture, Forestry, Technology and Commerce, university courses of studies, whether leading to diplomas or degrees, should be undertaken only *after* the existing schools in Travancore which taught the subjects attained a higher stage of development. They also expressed the wish that facilities should at the outset be provided for research only in Agriculture, Forestry and Industry and that courses of studies for degrees in these subjects should be deferred. In Medicine and Engineering, they were not prepared to suggest collegiate institutions, able to take rank with the colleges preparing for degrees in the various provincial Universities of India. The courses and examinations for degrees which they recommend comprised, therefore, the subjects of Arts and Science, Law and Teaching, *i. e.*, only those taught in the Government colleges at Trivandrum. They appear to have felt that the opportunity for the foundation of a new University should be used to ensure an expansion of the activities of H. H. the Maharaja's College at Trivandrum so as to complete the scheme of studies which they had indicated in their programme. Provision was to be made for the different departments of Natural Science in which the college did not then possess affiliation, for Philosophy in which its affiliation had been lost, and for Geography in which no institution in the degree course was attempted then as now in Indian universities.

33. The brief descriptions which have been given earlier in this Report of the development of the colleges in Travancore might show that in many respects the programme outlined by the previous Committee has been justified by subsequent academic developments within the State. A Chair for Natural Science has been recently founded in the College of Science. Facilities for the study of History and Economics as independent subjects, in courses in which they would each dominate, have since been provided by the University of Madras. The bifurcation of H. H. the Maharaja's College into a College of Science and a College of Arts has, *inter alia*,

been made so that scope for further expansion might be provided in the departments of instruction already existed in the two institutions, that additional branches like Philosophy might be introduced again, and that all this could be done with practically no increase to the existing accommodation in the two institutions taken together. In our view also, it would be necessary that each of the existing branches of study in the two state colleges should be developed to the Honours or post-graduate standard, with the commencement of independent university work in the area or even earlier, should there be any delay in taking up the bigger scheme. This should not be difficult. In our financial estimates, we have assumed this as the minimum for a start. The revival of Philosophy in the College of Arts should enable it to co-operate with the Training College. It might pave the way for the eventual foundation of separate Chairs in Philosophy and in Psychology. A department of Geography would be a great attraction, but its foundation would involve much expense and also necessitate, as an antecedent condition, such an over-hauling of the pre-university courses as to secure for Geography an effective position in the secondary school curricula. The latter should be attended to even if an university school of Geography is not possible in the near future. In the University of Madras the *recurring* cost of such a school has been estimated at Rs. 20,000. The idea was given up as it was found that Madras could not afford the expenditure needed for a full-fledged school of Geography. The existence of well-equipped Colleges of Arts, Science, Law and Teaching at Trivandrum, near one another, must make for useful co-ordination of effort and economy in several directions. It would be possible to effect a reduction in the cost of the improvement of the equipment, staff and accommodation needed to expand the existing colleges. The growth of these institutions will largely restrain the large annual emigration which has been one of the causes of the demand for a local University. The high degree of efficiency which the existing state colleges are reported to have attained in the matter of staff, equipment and accommodation, as compared with university institutions in other parts of South India should make it easy to introduce with

economy any further necessary changes in them that may be needed at a cost which would be decidedly a fraction of the expenditure necessary to raise any other college than those in the metropolis.

34. We have outlined the approximate requirements of the University after its foundation. The lines of its future development may well be left to itself. The previous Committee suggested the provision of facilities for research work alone in Agriculture, Forestry, and kindred subjects. Generously planned and liberally equipped laboratories are necessary in a university in order that its 'Science' side might be really efficient. From what we shall say in a later part of this chapter, it may be seen that we do not consider teaching and research to be rival or independent duties. Research is complementary to teaching and is essential for teaching. The requirements of both should be provided for if good teaching should be ensured. Their interdependence has been lost sight of in some universities whose teaching has consequently deteriorated. Some of the young universities, particularly in India, have suffered from over-looking the need to provide generously for independent work by their Professors in the way of properly equipped laboratories, big libraries and a staff, sufficiently large to allow of adequate leisure to teachers to teach and to investigate properly. Should the new University avoid this mistake, as it might be able to do, agricultural, industrial and sylvicultural research would naturally come within the department of Applied Science for which the existing science branches should furnish the necessary help in material and staff. It is difficult to foresee in the near future University Colleges of Agriculture or Forestry in Kerala, particularly if, for any reason, the new University is obliged at the beginning to limit itself to Travancore. The Conservator of Forests in Travancore and the late Principal of the Forest College at Quilon think that a career is hardly open within the State for students trained in a College of Forestry, and that is why the Forest College recently started at Quilon had to be closed. It is doubtful whether for the higher ranks of the Forest Service in India, the existing institutions are not numerous enough to supply

trained men to meet all normal demands. The foundation of expensive colleges of Agriculture and Forestry within the new University will only mean an expenditure out of proportion to the advantages to be derived therefrom. Should however Malabar and other portions of British India come to be associated with the new University, it might perhaps be possible to think of a central Agricultural College and a central Forest College in Malabar, in place of the Government colleges in these subjects now at Coimbatore. The University may, however, recognise for its diplomas or certificates, institutions which do some work in these subjects, but of a standard inferior to that of a degree standard, and with sufficient promise of further development, such as for example Colleges of Agriculture, Forestry and Ayurvedic Medicine. The management of the Technological, Commercial, Forest and Agricultural schools, existing in the university area, when the University is started, should be advised to proceed with the improvement in order to fit them, if desired, for recognition in due course as institutions of a university standard.

35. There is even less justification for a new University in Kerala devoting its funds to a College of Engineering. Undoubtedly with the development of the country, particularly, should the existing plans of railway and harbour developments in and about Travancore be completed, there would be scope for the employment of trained engineers. But by itself this will not constitute a good reason for starting an expensive College of Engineering. The policy of retrenchment in the Public Works Departments in Madras and in the adjoining Native States has already thrown out of employment a considerable number of graduates in Engineering, trained in the Engineering Colleges of Poona and Guindy. The normal demands in India for trained engineers is likely to be met for many years to come by the existing institutions in Guindy, Bangalore, Poona, Sibpur, Benares and Roorkee. It would hardly be desirable for a new University in Kerala to start an Engineering College which, in point of equipment and efficiency, could hardly come up to the standard of any of the existing Engineering Colleges without a disproportionate sacrifice of the interests of its other institutions.

36. The outlook in regard to a Medical Faculty in Kerala is hardly more encouraging. Good medical services now exist in Kerala side by side with good engineering services. But the area is too small for the utilisation of a continuous stream of highly trained medical and engineering graduates. A professional institution can justify its existence only if it is in first rate efficiency. Medical and engineering colleges require in their instructors not only knowledge of theory but continuous practice. A school of Medicine is possible only in a locality or for a Government which can command a powerful and highly paid medical service whose best members are willing to be stationed in the locality in which the college is situated, attracted by the opportunities it offers for teaching as well as practice. This is the reason why a technical institution of the kind finds it hard to thrive in a place where the scope for lucrative practice is small. In such cases a compensation in the form of very high salaries has to be offered if the services of first rate men are required in those stations. Our evidence appears to show that, even if it is prepared to expend, on a medical college, a sum of money large enough to run all its other departments with efficiency, the new University might find that the standards in this medical college would fall short of that of the medical colleges now existing in great metropolitan centres. What we have said above does not of course exclude absolutely the possibility of the University undertaking either research in branches of science auxilliary to Medicine or the association of the medical practitioners in the tract with its higher science teaching and research. Nor would it exclude the adoption of a method of organisation in the existing medical schools which could allow of their developing into institutions preparing students for university *diplomas*.

37. It may be asked: "How are we to obtain for our students the training in subjects like Engineering and Medicine in the absence of colleges to teach these subjects in the new University? The other Universities might refuse to accept students from Kerala." The obvious reply is that it is unlikely that the existing professional colleges at Madras will refuse the hospitality they have till now

shown to our students, simply because we are forming a University of our own. We are relieving the tension for admission in their areas in other directions. Further, if a Kerala University is formed, one of the partners to the scheme will be British India. As the new University will be obviously justified by the relief it affords to the existing congestion in Madras colleges, it would not be unreasonable to hope that the service would be reciprocated, and that the good offices of the provincial Government and the Madras University will secure a number of seats in each of the Colleges of Agriculture, Forestry, Medicine, Engineering, etc., for students from Kerala. An arrangement of the kind now exists between Travancore and Cochin for L. T. students from Cochin who are trained in the Teacher's College at Trivandrum. Even in the unlikely event of the Madras colleges refusing admission, the handful of students who go in for these technical courses can surely find admission in similar colleges outside the presidency. In such cases it would be more economical to aid such students with scholarships for foreign study than to found expensive colleges for their benefit in the new University.

38. There are many who confidently anticipate for Kerala a revival of its former position as a great commercial tract. They point out that the potentialities of the area are only beginning to be explored, that, when the harbours of Tuticorin and Cochin are constructed and new railways link up the two ports and the areas they serve, an epoch of great economic activity will arrive. They argue that it would be wise for Kerala to prepare for the future by developing the existing commercial schools so as to have a Faculty of Commerce ready in the University in the not distant future. A good School of Commerce is now maintained at Alleppey by the Government of Travancore. The development schemes of Her Highness the Maharani's Government include, we believe, the formation of a State-aided Bank at Alleppey. The State of Cochin might have similar openings and inducements when the Cochin harbour becomes a *fait accompli*. Calicut has long possessed the only Commercial School of the first rank maintained in the mofussil

by the Government of Madras. The present position of these institutions hardly justifies their being regarded as more than schools preparing for Government diplomas. There is still an important respect in which a college of Commerce in Kerala might seem feasible even now. A fairly large number of students from Kerala are now pursuing the advanced study of commercial subjects in other universities. Their number is likely to increase hereafter when an epoch of industrial and commercial awakening dawns on Kerala, with the completion of the present development schemes. Even now in the Sydenham College of Commerce at Bombay the bulk of the students are from Madras and, out of these, as many as 23, 18 and 21 students who were studying there in the years 1920–21, 1921-22, 1922-23, respectively were from Travancore. With such students from Cochin and Malabar as are studying in this and other commercial colleges and other institutions, there may be even now sufficient strength to justify a local college of Commerce. Even in the present conditions of Kerala it may be argued that there is a demand for men possessing the B. Com. degree of a new University, and that in the order of priority, the institution of a department of Commerce must have a prominent place in the future expansion of a Kerala University.

39. A suggestion was made to the last Committee for the formation of a department, if not a Faculty, of Hindu Theology. This has been repeated to us. The proposal came from a distinguished Christian officer of Travancore. He justified it chiefly on the grounds that the historical existence, side by side, in friendly co-operation, of the followers of *three* great religions should enable a scientific and systematic study of Hinduism to be undertaken with more advantage in Kerala than in any other region of India, that the scheme might appear attractive to those who would recognise Travancore and Cochin as Hindu states and that, with the exception of the Universities at Aligarh, Benares and Hyderabad (Dakhan), no Indian university has yet taken up the formal study of Divinity which, in the universities of the West, has ranked high among the historical Faculties. We doubt, however, whether except for

historical reasons, its study would now be undertaken or continued in any newly founded universities even in the West. In Kerala the adoption of the scheme might easily fan into flame the embers of dormant religious animosities and rivalries. Practical difficulties will also arise in securing competent instructors of Hindu dogma to learners following other religions. Should the subject of Hindu Theology really prove nothing more than a study of Sanskrit Literature and Philosophy, in some of their recondite branches, (as has been the case elsewhere), it would be more feasible and less risky to pursue it as a part of the course for a degree in Oriental Learning. It might, therefore, be enough if suitable facilities are given by the new University for the study of Sanskrit, the Dravidian Languages and Arabic, in a scheme of Oriental Studies leading to an appropriate degree and to provide certificates of proficiency in them.

40. A school of Oriental Studies of the kind described may have a widespread attraction. It will undoubtedly furnish a distinctive line of work in the new University which it might profitably pursue. There are few universities in India which specially take in the furtherance of Oriental Studies as one of their chief functions. With the multiplication of universities, there would be the need, as advocated by Professor Jadunath Sarkar of Patna and others, for the universities providing for some division of labour among themselves, each university concentrating its attention on the work for which it has special openings. Such facilities exist in Kerala for the study of Sanskrit and Dravidian Literature with special reference to Malayalam and Tamil. The previous Committee had recommended the formation of a Faculty of Oriental Learning on the lines of the Faculty of that name at the Hindu University of Benares. The new University can advance Oriental Studies in two ways. Firstly, existing institutions devoted for the promotion of Oriental Study may be helped (i) to prepare candidates for Oriental Titles and Certificates of Proficiency, (ii) to improve their staff and equipment by means of suitable grants-in-aid, and (iii) to encourage the adoption of modern methods of work by the grant of University Lecturerships and studentships to their best students and junior

teachers. Secondly, the University might institute a degree in Oriental Learning for students who have passed the entrance examination and desire to undergo a special course of study in Sanskrit, or in two Dravidian Languages, or in Sanskrit and a Dravidian Language, after acquiring a working knowledge of modern English and of modern subjects sufficient to ensure a reasonably good modern education for those who take the degrees in Oriental Learning. In the new University, Oriental Studies may be pursued by two sets of persons with somewhat different aims and aspirations, and possibly in two types of institutions which might co-exist. Firstly, there would be the old type of Pandit-training which will be modernized to the extent necessary to free it from grave defects and to provide a minimum knowledge of English. Secondly, there would be students who after obtaining a fair grounding in English and in general subjects enter on the degree courses in which the Oriental Languages form the principal subjects. They would endeavour to obtain proficiency in oriental subjects side by side with the attainment of the power of appreciating the reciprocal bearing of oriental and modern studies. The main aim of the second course would be less philological and literary than humanistic, less to master the language than to make an ancient classic a peg on which to hang a considerable amount of thought, bearing on the reciprocal relations of ancient and modern ideals. Thus, Kautalya's *Arthasastra* might be read in the same way as Aristotle's *Politics* is studied at Oxford, and the study of *Alankarasastra* can be pursued more or less in the same manner as Aristotle's *Poetics*. The institution of such degrees in Oriental Learning should also stimulate research in those branches. Provision for such studies may, therefore, be made even in the initial years of the new University.

41. Should the scheme for Oriental Learning which we have outlined above find a place in the new University, it might then become possible to provide for the theoretical study of an important branch of Indian Learning for which there has been a great reputation on the West Coast, *viz.*, Ayurveda. Kerala has been long famous for an almost unbroken line of great students and practitioners of Ayurveda. There is probably no other part of India,

except Bengal, where its study has been pursued with such satisfactory results. We have been advised that it should be one of the fundamental duties of the new University to develop Ayurveda and bring it into line with modern medical knowledge, co-ordinatng eastern and western systems of medical instruction in an Ayurveda College organised as a university institution. But much work must be done first by way of further research in Ayurveda before any real co-operation between it and the allopathic systems of medicine is possible. The existence of the Ayurveda College at Trivandrum and of the Department of Ayurveda in the State might appear to make it easy to start a University College of Ayurveda. The methods now followed in both are said to be capable of much improvement. Instruction in the Ayurveda College is confessedly more linguistic than clinical. Till great Ayurveda hospitals comparable to the hospitals attached to University Medical Schools arise in the State, anything like a formal recognition of Ayurveda for university purposes must be deemed premature.

42. Our conclusions have practically led us to recommend that, so far as its ordinary work goes, the new University need hardly be different from any of the existing universities. The criticism levelled against them might, therefore, lie equally against the University proposed. The reason for the formation of a new University in Kerala is not entirely or mainly dissatisfaction with the existing aims and outlook, and with the character of the work done in the present universities of India. An opportunity is offered by the new synthesis to initiate important departures in matters of detail. For example, the new University might help to focus the attention of its research students on matters appertaining to Kerala. It might assist in conserving whatever is best in the literature and languages of the tract, and develop them still further. It might provide for investigations in branches of knowledge for the study of which Kerala has special facilities, as in some branches of Natural Science, Philosophy and Cultural Anthropology, etc. But, even after all this is done, it could still be said that, as a University, the new Body would have done little more for the arts and graces of life by its *direct* effort than any of the existing universities of India.

It might also be lamented that there is much valuable artistic talent and tradition in Kerala which are now unorganised, and which would deserve to be revived and nourished, and that, in the plastic arts and in music, there would be scope for much fresh work which the new University could well undertake. We recognise the possibilities suggested by these proposals, but feel that such studies would come in as incidental results of the development of a local University, rather than as justifying their inclusion among its major duties from the moment of its inception. Suitable variations from the existing university plans are to be sought immediately in the new University in a better grouping of subjects of study and investigation and in a better adjustment of methods, rather than in undertaking teaching in subjects which still have to be developed or investigated, or shouldering obligations of such heaviness as to have led to their avoidance even by Universities with a longer history and greater strength.

43. In regard to the examinations and degrees to be conferred by the University, it is hardly open to a body constituted like ours to offer more than some general remarks. We feel that these should, as far as possible, approximate to those in the sister Universities of *South* India and that such questions as the award of honorary degrees or research degrees, the place of oral tests and of written work in examinations, and the submission of theses for the approval of the University as a preliminary to the grant of research or Honours degrees, should be left over to be settled by the University itself. The acceptance of a compartmental examination system and of biennial examinations like those which now obtain in Madras, for the Intermediate and B. A. examinations, might also be well left to the new academic bodies, along with such matters of detail as the classes and the manner in which rank should be determined among successful candidates. It is well to recognise that no university in India can now with real advantage follow a course of its own, and strike out in any direction different from that followed by the other universities of the country, and that everything should be done by inter-university conferences and co-operation to secure equivalence in degrees, diplomas and standards. For many years to

come, the chief ground on which degrees and certificates are desired by our candidates will be their usefulness in securing employment in public or private services, both within and outside the State. It will therefore be of the utmost importance to the new University that it shares in the establishment of a common academic currency, as represented by the adoption of equal standards, and identical styles or terminology for its examination, degrees or diplomas, as those adopted by the bulk of the Indian Universities.

IV

Research, Publication and Teaching

44. In earlier parts of this Report, we have already expressed our view that a University has a pre-eminent duty to combine research and teaching. The suggestion of research has sometimes induced a scare owing to misconceptions of its character and the financial responsibilities believed to be involved in its acceptance as an academic duty. We understand the word in the sense in which it has been used by the Royal Commission on Oxford and Cambridge Universities to cover not only "(i) the actual study of new material or the working out of special scientific problems, but also (ii) to the promotion of thought and learning in the wider sense including (*a*) the self-education, study and thought necessary before a student can decide on the particular branch of a subject for original work suited to his powers, (*b*) a constantly renewed familiarity with the discoveries and view of others, both living and dead, and (*c*) travel for purposes of study."*

45. Taken in this sense, research does not imply merely pursuit of new knowledge. It is doubtful if, except in rare cases, new knowledge can be pursued purely as an end rather than as the means—an indispensable means—to the appreciation and understanding of existing knowledge. If one makes it his sole or main business to discover new knowledge, it might result in his missing the new knowledge itself. This is why it would be unprofitable to provide for pure research institutions which do not give facilities for the preliminary self-education, study and thought

* *Vide* Report, paragraph 104.

necessary as a preparation, and to the acquisition of the erudition necessary for discriminating between re-discovery and discovery. Research cannot be judged by quantitative or even qualitative results. The aim of a University should not be so much to provide for striking additions to existing knowledge, or to create geniuses in investigation, as to diffuse the spirit of independent inquiry and thought, and to improve generally the level of such inquiry among its own members. This is the justification for the closest association between ordinary teaching and more advanced work. The spirit of the latter should dominate the entire activities of the University.

46. The omission to provide for research by most of the Indian universities of the older type has now given place to pleas for research even to the neglect of the ordinary educational work of universities. It is forgotten that a university can flourish only if it is both a school of undergraduates and a seat of learning and research. Undoubtedly the university is fortunate in which the teachers are men of learning, who utilise by steady investigation the new material which constantly becomes *available* throughout their fields of knowledge, and who themselves contribute to the supply of such material according to their abilities. It gains both in solidarity and freshness, and fulfils its function more efficiently than one which restricts itself to serve as a factory for turning out degree and diploma holders. On the other hand, a mere "research" university might fail, first, through the want of the financial stability which association between the higher and the lower work of a university can alone ensure; secondly, by the reduction of the levels of teaching in the undergraduate sections; and lastly, by the absence of a constant supply of suitable material for addition to its rank of research students. A department of post-graduate research, forming a university within a university, and entirely dissociated from undergraduate work, might make a great impression on the lay mind. But teachers will recognise that it must inevitably tend in the direction of either bankruptcy or barrenness. Anything in our University which would either keep out research altogether or divorce its research institutions from its ordinary teaching side must therefore be deprecated.

47. It is sometimes feared that teaching and research will conflict. The apprehension is groundless. Excessive teaching is of course incompatible with the teachers being able to do research work of a high character. It is so, not because research is an impediment to teaching, but only because excessive teaching is itself detrimental to efficient teaching. The burden of lecturing which now falls on the average college lecturer might well be reduced, not only to set him free for more independent work, but in order that even his ordinary teaching might gain the impress of his own individuality and benefit by such study and thought as he would be able to bring to it from the leisure gained for him by the reduction of formal lecturing.

48. Research as a sole or the main occupation of a university teacher can only be provided in very rare instances. The provision of leisure and other facilities for research for wholetime workers will not ordinarily be possible in universities which are not very rich. Even in a university of limited means, it may occasionally happen that a teacher has done independent work of merit, along with his duties as an instructor, and has reached a stage where he is faced with new problems which call for ampler leisure and undivided attention. In such cases, it may be to the advantage of the university, and of the world of knowledge, that the financial liability in setting him free for the investigation should be cheerfully borne by his university. There might again be cases in which the subject of the investigation pursued by a worker or band of workers is of great national or scientific importance, and it is essential that these men, as the only members of the university who have the fitness to undertake the work, should be set free to do that work only. In such cases, a rich university can afford the luxury of maintaining the workers without exacting from them any teaching at all. Or, if the national importance of the investigations are well understood, it should not be difficult for the university to secure suitable Government aid or public endowments or benefactions for the upkeep of its band of research workers. Except in these instances, it is difficult to see how a university, situated like those of India at the present day, can afford to separate research and

teaching. Nor can it be in the long run economical, in the best sense of the word, to effect the separation. The effectiveness of teaching depends on the moral influence of the teacher—an influence springing from the consciousness both in himself and in his pupils that he is not a mere retailer of the products of others, but one who has himself done sound independent work. It is rare to find an investigator who is not at the same time animated by the desire—if not the passion—to communicate the results of his enquiry orally to his pupils, and by his writings to a wider circle, and who does not derive both stimulation and reward from expounding in class lectures what he has sought out in his study or laboratory. This might explain the difficulty often experienced, despite the offer of generous salaries, in securing the services of first rate men to a new university or college if the institution does not possess an atmosphere of genuine research and the facilities for independent work *side by side* with suitable opportunities for teaching.

49. It is important that from the beginning adequate provision for research in the new University must exist. Its research side should be kept in close touch with the ordinary teaching of the University. On the financial side, this would mean, first, the improvement of the existing libraries, laboratories and other accessories and instruments of research, so as to make them serve their aims better than now and, secondly, the exercise of the utmost care in selecting the teaching staff, so that its higher ranks may be filled only by men who have either done independent work and have, at the same time, proved successful teachers, or have in them both the aptitude and the zeal for both kinds of work. As already stated, the combination must prove an attraction to possible recruits. To the men who have the right orientation of the mind, the combination may prove even a bigger temptation than the offer of sinecures in barren colleges or laboratories.

50. The provision of suitable leisure for the teacher to enable him to undertake independent work might be effected in one or two ways: (1) by an increase in the number of instructors, particularly in the lower grades, and (2) by the reduction of the amount of

formal lecturing to be done by each teacher. Academic opinion will doubtless strongly prefer the second of the two methods. Excessive teaching ruins itself. It undermines the forces of self-reliance in the pupil and produces a type of scholar bereft of both the ambition and the capacity to work for himself. Should the leisure be obtained by a reduction in the amount of class teaching and formal lectures, the need for an increase in staff would correspondingly be reduced. This may be viewed with satisfaction, as great improvements can be effected without a heavy recurring financial liability. The money saved in the staff can be used to enrich libraries and laboratories, and to bring together groups of research workers in allied branches of knowledge, so as to create an atmosphere of alert co-operation and live criticism and judgment, conducive to the maintenance of proper standards and to the elimination of inefficiency and slackness.

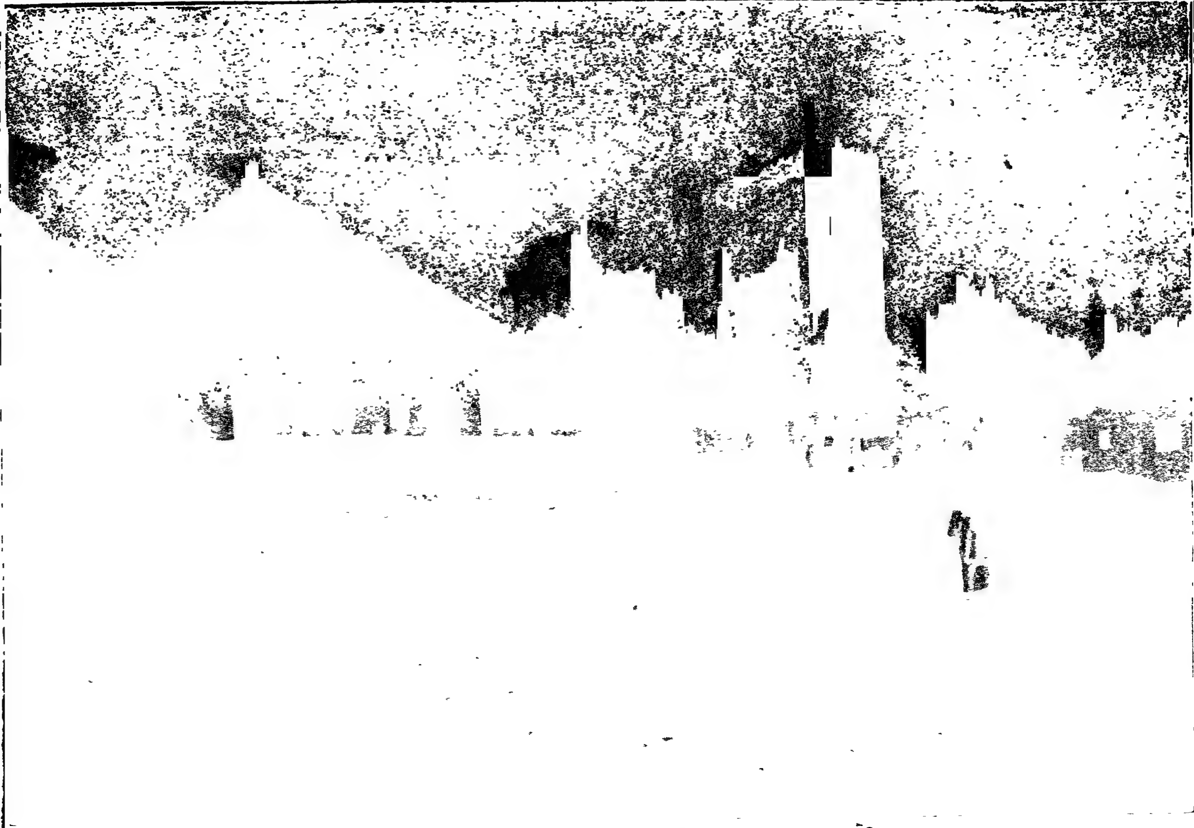
51. Apart from these general provisions, the furtherance of both research and sound teaching would further necessitate (1) agencies for the publication of the results of research, (2) suitable grants-in-aid to research students, (3) travelling fellowships to the senior research students and for members of the instructional staff, which would help them to work in places which have an exceptional equipment for the conduct of the investigations in which they are interested or for which they have the special aptitude, (4) lecturerships which would enable the University to receive the periodical visits of eminent research workers from other Universities, who have made a great name in the fields of knowledge in which work is undertaken within the University, and (5) the institution of research degrees.

52. The enumeration of the desirable features and helps need not generate any misgiving of the impossibility of achieving all that is implied in them. Few libraries or laboratories are really so poor as not to be able to provide some facilities for research, to a worker animated by enthusiasm and the spirit of strenuous endeavour and filled with real capacity for independent work. The testimony of Sir J. C. Bose on this point is valuable, as that of a great worker who has carried out many of his investigations under difficulties,

In his recent convocation address* to the University of Patna, he stated that, at the time when he began to work as a research scholar, there was no laboratory to speak of at his college in Calcutta, and that he had to overcome the difficulty and persevere in his investigations and that he was able to do so. Unless a laboratory aims at providing for *every* branch of work in the subject to which it appertains, its equipment for original work should not be beyond the modest means of even a small University. The experience of the Indian Association for the Cultivation of Science and of the Bose Institute of Calcutta, which have been able to obtain wide recognition for the excellence of the work done by them in the advancement of scientific knowledge, is distinctly encouraging. What is obviously required is only care in equipping the laboratory and in selecting the branches of science for which both the instructors and pupils have the aptitude. It may be also wise not to forget that universities have to depend upon public support for funds provided by the exchequer, and that it is necessary for their research workers accordingly to attract and retain such support by concentrating their investigations on questions and problems peculiar to the area from which both material sustenance and moral support have to be derived by the research institutes.

53. There are certain lines of investigations in which a University in Kerala will have a distinct advantage as well as an incumbent duty. The University of Madras has had to face the impossible task of providing for the languages and culture of several diversified areas, separated from one another by great distance and by historical cleavages. What slender funds it has been able to spare for the advancement of knowledge have naturally been used up in working up those problems which relate to the presidency. The advancement of the language and the culture of Kerala, the investigation of its history and its ethnic and social problems, the study of its institutions, and even the detailed and systematic exploration of its fauna and flora, have hardly yet been deemed as having any special claim upon the University of Madras. The new University, whether it be one of Travancore or

* Delivered in 1924.



THE OBSERVATORY

of Kerala, will naturally concentrate its attention upon them. It would only be profitable and proper to do so. A division of labour between universities in the working out of unexplored regions of knowledge, which is one of the justifications for the creation of new universities, will thereby be ensured and that by itself will be a distinct step in the direction of the division of labour between Universities which have been recommended by inter-university conferences.

54. To give effect to these ideas, the new University will have to undertake a few specific measures. It has already been stated that it should start with not more than three centres and that, in the interests of economy and of the gradual evolution of future unitary universities within Kerala, these centres should be distributed at the rate of one for each of the separate divisions of the area. It has also been shown that the great facilities which already exist at Trivandrum, which is proposed as the university capital, should be so organised and developed as to make it from the beginning the home of the highest work of the University, both in teaching and in research as was done in the University of Mysore. There, the creation of new institutions was undertaken only when there were no institutions existing which would be developed and brought within the jurisdiction of the University. The Government organisations for the publication of Sanskrit and Kannada works and for Archæological investigations were both taken over by the University of Mysore. So was the Government Oriental Library at Mysore. A similar line of action is clearly indicated in Travancore. The Observatory, the Department of Archæology and the old Vernacular Records, the departments for the publication of Sanskrit and vernacular works, the Public Library and the Museum might well be taken over by the University, sufficient grants being made to enable them to be maintained in increasing efficiency and vigour. It will be possible to establish an effective co-ordination between the University and certain institutions or departments, *e. g.*, the Industries Department and the Department of Agriculture and Fisheries, and Geology, and to link up their laboratories and research sides with those of the University. If desired, the University

may take over the Ayurveda College also. The co-ordination of these with one another and the University will confer many reciprocal advantages. It will prevent unnecessary overlapping and promote efficiency all round. It will also give the protection to the technical institutions which they can now hardly be sure of.

55. With a view to ensure the promotion of research and advanced study in the University, it will be necessary to have a staff of teachers directly under the University itself, for the purpose of guiding research and post-graduate work. This staff may be constituted partly by the recognition as university lecturers of teachers in the constituent colleges who have done distinguished work in their subjects. This suggestion of recognising eminent members of colleges who have done first rate work is made not only to utilise in full the talent and the ability available in different centres, but also to give institutions a chance of doing research work, if they have on their staff really competent persons. Stress has already been laid on the idea that the dissociation of research work is neither good for teaching nor for research. Every teaching centre should therefore conserve such research facilities as are available in it. Such a step would foster the traditions of a college and allow it to retain them unimpaired.

56. Publication is the necessary sequel to investigation. Without a proper record, the results and discoveries obtained as a result of arduous and concentrated labour will be lost to the world. It will be both appropriate and convenient that the University itself should undertake to publish the results of the investigations conducted by its staff and *alumni*. The transfer to the University of the departments for the publication of rare manuscripts in Sanskrit and Malayalam, and for archæological researches may strengthen its publication side.

57. A university has two main duties to discharge. The bulk of its students would be reading for its examinations with a view to taking the ordinary degrees. It must ensure satisfactory teaching for them. A small number of students in the university will also be engaged in post-graduate work or in research. The needs of these students will also have to be provided for by the university.

The instruction of the first type of students would be left to the colleges as a rule. The guidance of the second must, however, be taken over by the Professors, Readers, Demonstrators and Research Fellows appointed by and working directly under the University. It has already been stated that there should be a proper link between the two functions of research and teaching. This would be secured first, by arranging for the University Professors, Lecturers and Fellows doing a limited amount of teaching, both post-graduate and under-graduate, with the precaution that such teaching does not encroach on the leisure necessary for their independent work and studies and, secondly, by the recognition of suitable men on the staff of the colleges connected with the University as honorary or salaried part-time University Lecturers.

58. It is frequently urged that a university should maintain its own professoriate, sharply distinguished from the college teachers, and that the former should devote its time exclusively to research work and to post-graduate instruction. The distinction will be hard to justify. The Asquith Commission justly point out that "any sharp distinction between college teachers and University lecturers or University demonstrators, and any divorce between teaching and research would be detrimental to the highest interests of the University in its dual capacity, and that it is highly desirable that the University should enable a number of its teachers to find leisure for the specialised work of study and research, in addition to their activities in college teaching, by freeing them from an excessive burden of teaching during term, and from the necessity of seeking paid work in the vacation."* The teachers of the new University should therefore be engaged either on a whole-time or a part-time basis. The needs of both economy and efficiency will be met by ordinarily recognising as University Lecturers or Readers suitable persons on the staff of the colleges. The arrangement will afford a powerful incentive and a constant stimulus to the younger teachers in the colleges to devote their leisure to research. It will also bring to the higher work of the University a large number of enthusiastic teachers who can help in the creation of an atmosphere

---

* *Vide* Report, p. 88.

of research for it. It will bring the University and the colleges closer together and train a number of research workers simultaneously in the university institutions and in the colleges. The scope for the college instructors to supplement their emoluments by the salaries they can earn as part-time members of the University staff will enable the colleges to secure better teachers than they can otherwise engage. Any feeling of jealousy or rivalry between the instructors directly employed under the University and the teachers in the colleges will also be reduced, if not completely eliminated. There will be a substantial reduction too in the university and college expenses.

59. The utilisation of college teachers as University lecturers will raise the 'tone' of the colleges and improve them generally. Colleges can thus be lifted to a proper level with less difficulty than if the University laid down the standards and insisted on the colleges working up to the desired level. Any risk of the privilege being abused by the less efficient teachers in the colleges securing lecturerships and reducing the level of work in the University can be avoided by taking away the power of making university appointments from the bodies in which the staff of the colleges predominates, and by giving it to a Board or Panel for the appointment of university teachers. Such Boards are found in many universities. Where they have been in existence, the results have apparently been satisfactory. A permanent Board or Panel of such Trustees constituted for each branch, and consisting mainly of persons possessing acknowledged eminence in the subject will be preferable to *ad hoc* committees appointed to fill vacancies as they occur. A Panel would ensure continuity of policy, locate responsibility, induce a corresponding vigilance in selection and secure a growing volume of experience as years roll on and its members have had occasion to watch the results of their work. Its existence will be an effective guarantee of academic freedom. In a university in which the bulk of the work is done by and through the colleges it will ensure that the appointments which are made are free from the suspicion of being affected by the rivalries and animosities of colleges.

60. A differentiation has been suggested by many authorities who would accept the above principles. They would treat differently appointments to professorships and to university instructorships of lower rank, such as readerships, lecturerships and demonstratorships. The difference of treatment is justified on the ground that full university professors have the duty of guiding and co-ordinating the teaching in the colleges, the professor in any branch of study becoming virtually the director of studies in that branch. It might be argued that academic freedom may be restricted by giving the university Professors this power of oversight and that opportunities for friction between the university and the colleges might increase from the attempt of a university Professor to force his view on the college instructors. The danger will exist. But it could be greatly minimised by securing as university Professors persons of recognised eminence in their subjects, who are able by virtue of their ability, experience, reputation, tact and administrative abilities to stand above the teachers in the colleges. Where it is not possible to secure for a university professorship, a person possessing these qualifications, it would be advisable to convert for the time the professorship into a lecturership, and relieve the lecturer of the duty of co-ordinating the work of the colleges in the branch. The appointment of a person really distinguished but not possessing the administrative or personal qualities which would make him fulfil all the duties of a university Professor with success, will not be precluded, if the principle is accepted that the emoluments of such a good instructor are in no way to be diminished by his being designated a lecturer or a reader. The co-ordination of the work of the colleges and of the university is not undesirable. It is no less essential that the occupant of a university chair should primarily possess a first rate equipment in his subject, and that men of inferior standing should not be appointed as university Professors even if they possess the administrative ability, personal acceptableness and capacity as would help them to get on amicably with the staff of the colleges.

61. While much wasteful over-lapping of university and college teaching will be prevented by the recognition of members of the staff of colleges as part-time or as honorary university instructors, the

necessity might come for the appointment of whole-time university teachers who are not attached to colleges. It is important that every cardinal subject included in the university's programme should have a recognised university head. But it may happen that in certain subjects no person can be found on the staff of a constituent college, who has the equipment to justify his promotion to the position. This is likely even in subjects which lead to the ordinary degree courses where they do not have a *prominent* place in the examination schemes for degrees. It will be so also in branches of importance for which the university has no obvious duty to provide advanced instruction and research, but which are not offered by the colleges, either because the subjects are beyond their means owing to the smallness of the body of students who will be attracted by them or by their not forming part of the curricula for examinations leading to the ordinary degrees. Under the former class would come such subjects as Geology, and under the latter, Dravidian Culture, Anthropology, etc. A third but rare case, which is not likely in the earlier years of a new University, is that of a teacher who had done valuable original work, and who, in the course of his investigations, finds himself confronted by new problems, or the opportunity for an attractive research which would take up all his time, and who cannot afford the investigation unless he is relieved of all teaching and endowed for the research. Such a man might happen to be on the staff of a college, which is ill-able to afford the luxury of maintaining a whole-time research professor. In a case of this kind, the University will obviously be justified in stepping in and endowing the research, by recognising the instructor as a university reader.

62. What would be a reasonable scale of emoluments for both whole-time and part-time university teachers, it is not possible to lay down for all time. The multiplication of universities might help in securing teachers with even more facility in the future than at present. But, in the beginning, the competition of new universities will probably make it difficult to secure the right men on such emoluments as our new University may be able to offer. We give below a scale of salaries for university teachers, which has been suggested as likely to prove sufficiently attractive in the conditions of South India ;

No.	Grade.	Whole time		Part time	
		Not less than	Not more than	Not less than	Not more than
		Rs.	Rs.	Rs.	Rs.
1	Lecturers ...	150	250	60	100
2	Readers ...	400	600	120	200
3	Professors ...	800	1,000	250	400

63. The rates set forth in the above table are somewhat higher than those given to-day in many of the younger universities in India. They may, therefore, be regarded as providing a margin of safety. They are also higher than the scales of pay now given to Assistant Professors and Professors in the Government colleges in the State. If really well equipped, these men should have little difficulty in securing the rank of Readers or Professors in a new University. We would, in this connection, suggest that Her Highness' Government might well reconsider at once the question of the scale of pay now given to their Professors, Assistant Professors and Lecturers, and recognise the wisdom of enhancing them. If it be urged that any existing incumbents on a particular grade are not worth a higher salary than they now receive, we would point out that the appropriate remedy then is to give them such lower rank or designation as is suited to their qualifications rather than make their mediocrity a ground for a general reduction of the emoluments of the grade into which they are now placed. Should it be found that, among those occupying professorships in colleges, there are men for whose qualifications the *existing* salaries would be sufficient, the correct thing would be to change their designation from "Professor" to "Lecturer," and at the same time leave it open for their places being filled by better men on the higher salaries required for a suitable professorship, when the present incumbents vacate the appointments.

64. The University's work in the furtherance of teaching and research will be powerfully helped by the provision of research studentships open to graduates, and research fellowships open to lecturers in colleges. The usual monthly value of a studentship in the University of Madras is now Rs. 100. A beginning has been made there in the creation of research fellowships by the grant of studentships of somewhat higher value to men who are already lecturers in colleges. It would be very desirable that a few such research studentships and fellowships be provided in the new University, and that some provision be made for the conversion of an ordinary studentship or fellowship into a travelling studentship or fellowship of higher value, tenable in a foreign University, for purposes of advanced study or research. Such travelling fellowships should, however, not be given except for furtherance of research, and should, in no case, be used to enable a graduate from an Indian university to secure a degree from a foreign university. It is necessary to add the caution that the conferment of such studentships should have to be suitably guarded in order to prevent their being given to persons whose past record does not give satisfactory evidence of their possessing the requisite capacity for original investigation.

65. Some remarks might be offered on the need in the new University to make a few departures from the existing methods of instruction. As things now stand, formal teaching in a college takes the shape of mass lecturing to large classes. The temptation to make such lecturing the rule must always be present owing to its financial advantages. We do not wish to underrate the value of lecturing as a means of education. It is possible to be enthusiastic, as the present gifted Vice-Chancellor of the University of Mysore is, in the case of a good lecture, "with its generous enthusiasm and exaltations, its sense of wide spaces and vistas, its sympathetic resonances and imaginative responses and its infused and illumined mass-consciousness." What we are concerned with is more the actuality of mass-lecturing, as it has been practised in our colleges than the ideals set forth in this glowing panegyric of a good lecture. Mass-lecturing offers a fatal facility to a young lecturer who has neither acquired mastery of his subject or the technique of teaching,

nor even a due perception of the needs and the difficulties of his students. Lecturing, even at its best, can hardly be regarded as the sole method of instruction. This is why there is now an insistent demand for the acceptance of such methods of instruction in our colleges as will ensure to each student the individual attention of his teacher. It is hardly possible to provide for such intimate contact between teacher and student, and the opportunity they give for individual attention, and personal and direct teaching, and the application of a suitable catechetical and informal method of instruction and stimulation, as would tend to draw out the best in the student and give him both the incentive and the opportunity to do a considerable part of his reading and thinking by himself, unless and until a suitable kind of tutorial system is adopted with an adequate number of tutors. The success of such a scheme is bound up with the existence of a proper responsiveness in both student and teacher. It is possible to trace to the absence of adequate residential facilities and to inadequate staffing of our colleges, the failure of the tutorial system to take root in India, and of its dubious results where it has occasionally been tried. Facilities for the development of the system are, however, not likely to be wanting in the type of university which we recommend, if the provision of a suitable system of residence is regarded as one of the first duties of the new University. Such tutorial work obviously comes more within the scope of colleges than of the University. The individual teaching of students, as distinct from public lecturing, should be normally conducted by a member of the staff of a college, both for his college and, by inter-collegiate arrangement, for the students of other colleges. This is what is done by a college tutor at Oxford. Personal instruction should be the basis of college as distinct from university lecturing, "implying as it does a more constant and more intimate contact of teacher and taught than in the case of the lecturer and his audience." The success of the system will largely depend on the reduction of both the amount of class lecturing which instructors in colleges are now compelled to do, and the number of subjects assigned to each teacher, and the selection for the responsible work of guidance of only men who possess in a high degree the requisite experience, scholarship, sympathy, tact, insight and ideals.

66. The tutorial system of instruction and supervision is now lauded by educationists. Its introduction as a special improvement in the new University has been advocated by several of our lay witnesses also. It is undeniable that, "with all its characteristic difficulties, drawbacks and exceptions," which are stated by the Asquith Commission to be on the increase, even in Oxford and Cambridge, the system is largely responsible for the educational achievements of the two senior Universities. "The teaching of the undergraduate, man to man, by his Tutor or Supervisor, who is very often resident in College alongside of his pupil, gives to the education at Oxford and Cambridge something scarcely to be got elsewhere in such full measure. The rudiments of the system existed in the worst days of 'old corruption,' increased with the growing efficiency of the Colleges in the early nineteenth century, and were brought to perfection in Balliol by the example and influence of Jowett."* The system was rendered feasible in the two Universities by the contiguous residence of both the tutors and the students, the existence of numerous helps to communal life, and the practice of colleges electing to their fellowships some of the more brilliant of the younger graduates of the other colleges, and entrusting the tutorial work very largely to such fellows. These are features which have yet to grow in India. If and when they are provided in the new University, the introduction of an effective tutorial system will be possible enough. It will then be necessary only to guard it against the two risks to which western experience has shown it to be liable, *viz.*, the overworking of the tutors, to the detriment of their own studies and investigations, and the tendency of the system to degenerate into a mere 'coaching' agency to subserve the needs of the public examinations. These risks are not likely to be less in India than in the West. They should be provided against from the outset, when a system of personal instruction and supervision on the lines sketched above is introduced in Kerala.

67. In certain subjects such as Law, the application of the system might lead to decided improvement in both the quality of work done by the students and by the instructors and the spirit in which

---

* *Vide* Report of the Asquith Commission, paragraph 23.

it is done. Such an improvement in the study and teaching of Law within Travancore has long been recognised as a necessity. It has been pointed out that there is an analogy between the present condition of teaching Law in the State and that contained in a description of the teaching of law in the Calcutta University in 1907, as set forth in the following passage of a report:

"The majority of the students have no books; they do not intend to listen to the lecturers; very many of them are employed as teachers in schools or clerks in public offices and their only anxiety is to get credit for attendance of certain number of lectures as required by the University Regulation. And it is by no means an unusual incident for a student to get himself marked present by a proxy."

68. We can conceive of few subjects in which the intimate contact between teacher and student, and the practices of oral and individual instruction would have more satisfactory results than that of Law. For an indication of the necessary steps in the improvement of legal studies in the State, which might be followed with advantage in the new University, we would refer to the recent recommendations of the Committee appointed at Madras for the reorganisation of its Law College, with the proviso that we should like to see it brought into line with residence and forensic practice far more than has been recognised as necessary at Madras.

V

Residence and Inter-collegiate Work

69. The former Committee had advocated in Section 4 of their Report the acceptance of a comprehensive system of residence for both the staff and students, and made it a cardinal feature of their scheme. In arriving at this conclusion, they declared that they had considered and weighed the difficulties involved in accepting the ideal such as those arising from the age, the sex and economic and social conditions of the students. Any inconveniences or disadvantages incidental to the adoption of the residential system, in the new University would, in their view, be counter-balanced by the effective way in which students would be weaned from unwholesome influences, both of a physical and moral character, such as are inseparable from town life. Their scheme was coupled with a suggestion for the formation of a unitary University, in a new town

to be specially built near Trivandrum. Colleges and halls of residence were to be built on this campus. Students were not to be allowed to reside except under proper supervision. They were also to do the best part of their individual work, as well as receive such tuition as might advantageously be made part of a system of tutorial guidance in residential colleges and halls. We have not felt justified in recommending a University of this type, either for the State by itself or for the larger area of Kerala.

70. Among the specific reference to us are requisitions asking us to suggest the ways and means in which the resources in men and material now existing in the State be co-ordinated so as to create teaching and residential centres, and provide facilities for higher work and research, the additions which must be made for such residential accommodation as now exists in the proposed university centres, so as to provide for the needs of students and teachers both proximately and for some years to come after the opening of the University, and the relations that should exist between the University and the colleges or halls of residence or hostels. Some of these points have already been covered in earlier portions of this chapter.

71. There has been all through South India a lamentable dearth of residential provision for students. An annual statement is furnished to the Syndicate of the University of Madras by every constituent and affiliated college, showing the number of students who live in hostels, managed or supervised by the college or with parents and guardians, or in approved or in unapproved lodgings. The statement is compiled after an annual inspection of lodgings conducted by each college through its staff. Though the system of calling for and furnishing these returns has been in existence for several years, the very slight addition to hostel accommodation made during the period shows that the University has proved powerless to secure a suitable increase in residence. The Madras University Act of 1923 declared as one of its avowed aims the provision of a residential and teaching University at Madras. But, beyond this declaration, little has been done so far to give effect to this aspiration. The urgency of the need has been realised in

different degrees by different types of colleges. Denominational colleges as a rule make better provision for residence than indigenous or Government institutions. This has been so in Kerala, as it has been generally throughout the presidency of Madras. A solitary annual inspection can hardly be effective. It is open to students to move into and away from proper lodgings before and after inspection. The valuelessness of the inspection has been demonstrated by its results. The Committee appointed by the Madras Senate in 1922 to report on the matter dealt with this very fully and indicated the difficulties in the way of proper inspection. The term "approved lodging" was understood in different ways by the several inspectors. Secondly, the inspectors were for the most part untrained for the work and, in the absence of fuller instructions from the University, were left to exercise their individual and unaided discretion. It is not surprising that the Senate Committee found that no Principal whom it consulted at the time was satisfied with the system. The answer of the Rev. Dr. W. Skinner, Principal of the Christian College, Madras, was cited by the committee as typical. "The system," he said, "is workable and is good up to a point. But it is not really effective as protecting students from the influences of undesirable surroundings." The general conclusion of the Committee was that improvement was impossible, unless and until reform was taken up by all the colleges acting together, or preferably by the University itself instead of the colleges. Again, in regard to the statement "living with parents and guardians," it was found difficult to determine the degree of relationship which should lead to approval. The parent and the guardian might be different persons, the latter being often a "local" guardian. As happened at Calcutta, in similar inspections, a "guardian" might frequently be only a landlord to whom the student either paid a rent or to whose children he acted as a private tutor in return for a rent-free room. A distant relationship is no guarantee of either due provision of healthy physical or moral conditions for the student. Difficult questions might arise as to the sex of the guardian. Can the guardian of a youth be a woman?

In the case of a girl student, should the guardian not preferably be a woman? Is a once-for-all approval of a guardian not likely to prove as ineffective as the once-for-all approval of a student's lodging?

72. Every lodging inspection has revealed what those who are conversant with the lives of our students know very well, that it is building on the sands to attempt to give a good education without a substantial improvement in the existing conditions in which all classes of our students habitually live. The wholesale extension of hostel accommodation for the very considerable numbers, which would have to be provided for, is regarded as out of the question on account of its great cost. In the alternative, the plan for the colleges licensing, after inspection, suitable lodgings built by capitalists must also fail as, except in congested areas, a type of landlords willing to provide such lodgings is not forthcoming, and landlords who are prepared to build for rent prefer a steadier type of tenant than the student. Further, as was acutely remarked by the Senate Committee at Madras, landlords required to give more space, want more rent, and that would add to the expense of living in the case of poor students. If it is argued that health is more important than money to a student, the answer would be that, under the present conditions of the country, education is even more important and that, if it be admitted that there is a duty in the state to provide this education, the provision of cheap and satisfactory residences for the students must equally devolve upon the state, *i.e.*, upon the university itself, as a similar obligation.

73. Difficult questions arise in regard to the types of accommodation required for men and women, to students of different levels, and to religious and denominational groups among students. Complaints have also not been infrequent from parents of all classes that, once students are accustomed to live in a standard to which their family means and their future earnings cannot entitle them, there is considerable difficulty and hardship to these students in after life. Except to the really opulent, hostel-life means habituation to standards of life higher than those in which a student has been brought up.

74. We have enumerated the chief difficulties in the way of the adoption of a *full* residential system in South India. We have done so in order that both the urgency of the need for correcting the defect and the difficulty of doing so might be equally recognised by those responsible for higher education in the area. Whether the colleges in Kerala are connected with the University of Madras or with a University formed in the area itself, a considerable and *immediate* increase in suitable residential provision for students is imperative. If the amount of such accommodation to be provided now appears alarmingly large, it is but the consequence of long continued neglect, and it is not likely to be minimised by further postponement of the correction of the evil.

75. In urging this, we should like to say that we are not blind to some of the incidental disadvantages attributed to the residential system. Nor can we insist upon the prescription of residence in hostels in the case of *every* student of a college or the University. We recognise that, by trying to make the University fully residential, we might be preventing more types of collegiate and university life than one to exist. This point was urged forcibly by Sir Gregory Foster, Provost of the University College, London, with regard to the University of London. "If you try to make the University of London in the main residential," he said, ... "you destroy the great work that it is doing. It is a great difficulty not to have Universities of different types. I think it is a very great advantage to this University that a very large number of students live in their parents' house." The Syndicate of the Calcutta University, which enquired into the feasibility of such a wholesale plan of compulsory residence, urged many objections against making residence obligatory, in a forcible passage which is too long to quote, and which we can only refer here. They felt that the residential system limits and checks in many ways unaided individual effort and fails to promote in a sufficient degree the habits of self-reliance and self-restraint. They also drew attention to the differences between Indian and English colleges, on account of the existence in India of numerous cleavages in society imposed by the existence of caste and religious differences. These

stand in the way of the growth of a proper collegiate spirit. Such differences are even more pronounced in Kerala than in other parts of India. Despite the strenuous efforts being made to merge them, their disappearance cannot be predicted with any degree of certainty for many years to come. It must also be recognised that it is impossible to correct the neglect of decades all at once. The difficulty exists in every university whose growth in numbers has outrun its resources. The figures for the universities of Great Britain, other than Oxford and Cambridge, for the year 1921-22 show that, while only 1,500 men and 5,111 women were in residence in them, as many as 11,202 men and 2,337 women were in lodgings. The figures for Great Britain as a whole, including the two great Universities, show that as many as 18,725 university students lived during that year in their own homes, and as many as 13,449 students lived only in lodgings. The figures for similar conditions in Kerala, which are collected in the appendix to this Report, should not therefore call for apology.

76. The true value of the residential system is admittedly its effect in the formation of character. Its utility as an educational adjunct in providing for that free and intimate daily intercourse between students and teachers, between students and students generally, and between students and students of different grades and of different groups, such as are essential to the growth of the best academic traditions and as are conducive to the best conditions for learning, may also be stressed. Even mere juxtaposition in intimate daily life of a number of students and teachers must exercise a powerful educative influence on all of them.

77. The existing hostel accommodation for students in the different centres in Kerala is exhibited in a statement appended to Chapter III of this Report. It may be seen from it that, except in centres where the denominational institutions exist, in which the provision is *for the moment* sufficient, there is a lamentable deficiency in all other centres. In no place is the shortage so conspicuous as it is at Trivandrum. None of the colleges at Trivandrum has at present a hostel in a building of its own. The Caste Hindu Hostel, maintained by the Travancore Government for

the scholars of the Colleges of Arts and Science is six furlongs away from the College of Science. Its present capacity is only fifty students. It is located in a rented building. The hostel of the Training College is situated within a more accessible distance but is capable of housing not more than thirty students. It is also held in rented buildings. The College for Women maintains a small hostel, in a rented building, some furlongs away from the college. The Law College has a hostel also located in a rented building in its vicinity. In every one of these cases, the buildings in which the hostels are held have not been built to serve as hostels. The shifts and adjustments which have been necessitated in order to fit them for use as hostels have diminished their utility as dwelling houses, without a proportionate increase in their value as hostels. The Government hostel designed for all the colleges at Trivandrum many years ago, is yet incomplete. The numbers of the unprovided students for whom hostel accommodation is now necessary have increased so much in the interval that this hostel which was planned for the accommodation of all the students of the Government colleges in Trivandrum can now hardly house more than a fraction of the students of a single college. This is a point to which the attention of the University of Madras has apparently been drawn. The designs for the Government hostel have manifestly been of an expensive character, to judge from the cost of providing for a single student in it. We venture to think that what is required is the preparation of a type design for hostels of a simpler and less expensive pattern, with accommodation for not more than fifty students in a block, along with the necessary out-houses and the quarters for the superintendent, and the building of as many such blocks as possible in close proximity to one another at the rate of a certain number each year for a number of years. To meet the immediate calls for hostel accommodation in Trivandrum, we suggest the acquisition of the buildings and grounds in which the residence of the Commandant of the Nayar brigade and of the barracks of the old battalion are now located. These grounds are situated in the heart of Trivandrum, and in the immediate vicinity of the College of Science. We have already shown that the assignment of these buildings and grounds for

educational purposes would not altogether prove disadvantageous even to the military authorities themselves, since it might lead to the transfer of the battalion and its Commandant to grounds in every way better suited for military purposes, in the neighbourhood of the quarters of the present first battalion of the brigade at Pangode. We would submit this recommendation for the consideration of Her Highness' Government as in many respects the most feasible solution of the problem of hostel accommodation at Trivandrum. Even after this provision is made, the growing needs of the University would require further hostels in a few years. These might well be built on the plan which we have already recommended, in accordance with type designs, in the Government reserve at Awkulam, or on grounds in the vicinity of the existing Arts College and Women's College, which might be acquired for the purpose. The latter plan, if adopted simultaneously with the acquisition of the Nayar brigade grounds, would create a practically continuous university quarter in the heart of Trivandrum—by no means a small advantage. In this connection, it may be pointed out that, for the College for Women, a residence for the Principal just outside the compound of the institution and a building for the hostel for its students are both available in the two Government buildings, one of which is now vacant, and the other is occupied by an administrative officer. The provision of houses for officers in the heart of the town is obviously less urgent than that for the students and the staff of colleges. The quarters for the Principal of the Training and Arts Colleges already exist. Should our scheme be approved, it should be possible to find not merely the hostels for the students within the town, but residences for the Principals of the three chief colleges in the vicinity of their respective institutions.

78. The Government hostel must from its nature be precluded from providing for the religious life of students. On this, considerable emphasis is placed by many parents and teachers. In view of the existence of different denominations within the State

it might become necessary to make liberal grants for the construction and maintenance of hostels recognised by the University but managed by denominational institutions and organisations.

79. In the interests of economy, the fullest use is dictated in the resources of individual institutions both for themselves and for their neighbours by suitable co-ordination. Opportunities for such co-ordination exist in an abundant degree at Trivandrum. It would be easy to effect it as all the institutions in it are under the Government of Travancore. The University of Madras has already asked institutions in the mofussil to combine as far as possible, pool their resources and adopt plans for inter-collegiate work so as to create potential universities. Action on the suggestion of the University of Madras, if taken at once, would pave the way for the new University even *before* its incorporation, by securing such advantages of inter-collegiate work as the prevention of overlapping, economy of equipment and staff, ample leisure for the staff, variety of student-material, the avoidance of monotony in instruction and scope for specialisation to the lecturers.

80. A degree of such co-operation should even now be possible by mutual arrangement between contiguous colleges. The colleges at Alwaye and Kottayam, which have for a few months been under the same management, have been able to arrange for an interchange of instructors. If there was no denominational difficulty, it should be even easier for such arrangements to spring up between the colleges of Kottayam and Changanacherry. The college at Nagercoil can also be easily brought into relation with the institutions at Trivandrum. Trichur might conceivably become the principal centre of academic concentration in Cochin. Its central location, its salubrious climate, its existing facilities for building residential hostels, and its history would eminently fit it for such a destiny. The distance between Ernakulam and Alwaye is so small as to demand their co-operation even for daily lectures. From its central location between Ernakulam and Palghat, Trichur might come to occupy an even more advantageous position. These are matters which may be explored more fully by the organisations concerned, after the incorporation of the new University. Within Trivandrum such co-operation as is possible can be made at once if the suggestions offered in this chapter are approved.

81. The form of the University which we propose necessitates the retention of colleges as constituent factors of university life. The history of Indian Education offers a powerful testimony to their services in the country. It would be not merely going against tradition, but against what would in practice be the most feasible plan of university construction, to seek an organisation which would extinguish the individual life of colleges and create a University of a monotonous type. In our plan, the relations of colleges to the University should be those of constituent institutions. Their sense of responsibility and their interest in the University would not be reduced by the retention of their individuality, while they would be sensibly enhanced by their being made to feel as partners of a self-governing corporation. The University would provide the curricula, maintain a number of common institutions such as libraries, museums and research laboratories which are beyond the financial strength of individual colleges. It would regulate conditions of admission to colleges, hold the examinations and confer degrees. It would also provide teaching in those subjects or branches in which the colleges do not offer and will generally supplement the instruction of colleges. It will act as a common controlling factor, and as a link between college and college. Colleges might assist the University by subventions in aid of central university institutions, of the university staff, and of fellowships and studentships. They would mainly concern themselves with providing tuition and training to undergraduates. A division of labour of this kind will preserve for the colleges their traditional independence and individuality. This is important, when it is considered that the University may have to deal almost exclusively with two types of colleges, *viz.*, institutions maintained and owned by one or other of the three Governments, and colleges maintained by religious bodies or by municipalities. In every one of these cases, any proposal for the surrender of the individuality of the college and for merging it in a University must be unwelcome, and is likely to be resisted. Difficult questions must then also arise in regard to the share of contributions made by each of the contributory *States* and of Government as contrasted with

private educational agencies. The existence of separate colleges will reduce such occasions for friction. Each of the managements, including the Governments concerned, will have the consciousness that whatever expenditure it incurs is a contribution to an institution which is still its own. It would have the consciousness at the same time that, by the improvement of its institution, it is adding to the strength and usefulness of the University.

82. We may sum up our conclusions in regard to this section of our references. The residential facilities now provided in Trivandrum for students of both sexes is extremely inadequate and will have to be supplemented largely in the interests of sound education. In order to provide the needed residential accommodation and playing fields, both now and hereafter, for the students as well as the staff in the colleges in Trivandrum, it is absolutely vital that the grounds and buildings now occupied by the Commandant of the Nayar brigade and the old battalion, with their annexès, in the way of parade grounds, should be made over to the University or to the existing colleges. We consider also that it would be possible to obtain a fair amount of help in higher teaching and research at Trivandrum from the co-operation of the experts who are now employed outside the Education Department. Possibilities of similar co-ordination will arise between properly developed university departments of study, laboratories and libraries belonging to or maintained by the constituent colleges both in the capital and in contiguous localities where such institutions exist, and between them and the technical departments of the State. We consider that it is possible immediately to add to the grounds and to find the space for the construction of additional hostels in the vicinity of the existing colleges at Trivandrum, and that it is desirable that re-allotment of the Government bungalows in the capital should be made so as to secure residential quarters for Principals near their colleges. The carrying out of the instructions of the University of Madras in the way of making the best inter-collegiate arrangements for common work now possible will prepare the ground effectively for the co-ordination of resources after the incorporation of the new University, both in Trivandrum and in other parts of Kerala.

VI

Safeguards against Deterioration of Standards.

83. A fear that its certificates and degrees will not command wide recognition and may not possess the same value as those of older universities usually depresses the promoters of every new university. Such a university must naturally find itself at some disadvantage for lack of a suitable academic tradition. The loss, however, is apt to be considered more serious than it actually is. In a sense, every new university is the heir to all the academic tradition that already exists. It is free to create its own tradition without being restricted by its past. Nevertheless, no university, whether a new one or an old, can neglect the consideration of the safeguards it should provide in order that its standards may not be lowered, and that its degrees and certificates obtain wide recognition. Many of our correspondents realise vividly the importance of such safeguards. Some of them are frankly pessimistic. They believe that those who take a degree in the new University will not be able to compete successfully for employment with those who obtain an equivalent qualification in one or other of the bigger and older universities. They appear to forget that employers, whether public departments or private individuals or corporations, are not so helpless in this matter as is imagined, and are well able to attach a proper weight to the equipment of those who wish to enter their service. If the new University is properly organised, with suitable aims and an adequate machinery to ensure its realising them, it need hardly ask the Government of India to accept its degrees and certificates as equal to the degrees of other universities which now confer a right of entry to the public services. A recognition of the kind will of course be of great value if granted voluntarily. Even then its face value is likely to be greater than its actual utility. An approval of the kind is said to have been given to the degrees and certificates of the Hindu University at Benares when that university was incorporated. It is also understood that, though a similar recognition was sought for the University of Mysore before its incorporation, it was not given. Neither University has been the better nor the worse for the award or the refusal of the accolade.

On academic grounds it is argued that an application for such a recognition should be deprecated if it is to be that of a mere administrative body like a Government and not of another university. The anxiety shown in seeking the administrative recognition might itself be construed as a confession of inferiority.

84. Inter-communication between the universities in India and those outside, and between the universities in the different provinces of India, is now easier than it was some years ago. Indian graduates flock in large numbers to foreign universities for further studies. India is becoming a favourite country for the 'cold weather' visits of Professors of European and American universities, who are ready to accept during such visits the invitation of our universities to give lectures. The work of Indian scholars and thinkers is now more widely known and justly estimated in foreign countries. There is a diminishing reluctance on the part of the *alumni* and instructors in a province to 'look for fresh pastures' in other provinces. The multiplication of universities in India has at the same time led to the recognition of the need for co-ordination of their activities. A conference of Indian Universities has already been held at Simla. Similar conferences are to be held every year in the future. They will serve to bring our universities into line with one another and to secure an eventual equivalence in the value of their degrees and certificates. They might also facilitate the adoption by the new universities of some of the devices to protect the standards as may be found from obtaining the guidance of the staff of the older universities.

85. Two classes of such safeguards can be thought of. First, there are safeguards which are required to enable the University to maintain its reputation and the integrity of its standards. Secondly, there are the safeguards needed to prevent deterioration resulting from the absence of suitable academic freedom within the University itself.

86. In regard to the second of these, they will doubtless come of themselves if the new University receives at the start a large measure of autonomy and is not treated as a department of the State and any influence which a state or states might wish to have

over a University is obtained only indirectly by and through its constituent bodies and not by way of external direction or control. Departmentalisation of higher education has seldom been a success except in countries the people of which have a natural attraction for bureaucratic government or among backward peoples whose forms of government are unrepresentative. Neither of these features can be postulated of Kerala to-day. Real freedom for a University would connote as an essential condition of its attainment and retention a large measure of financial independence. If a University is endowed with sufficient funds to enable it to meet its requirements, it will command more real independence than one which has to look to a legislature for the annual subsidies needed even for the conduct of current work. In the latter case, the need to placate a popular assembly, which has the power of voting the money, may sometimes lead to the steady lowering of the standards and of even the ideals of the University. It is true that a university need not—it should not—cut itself off entirely from the public it is designed to serve. An endowed university, which is freed from the care of adjusting itself to popular need and is immune to the consequences of adverse public criticisms, is not unlikely to stultify itself in the long run. The plea for a reasonable degree of freedom to the new University need not, therefore, be regarded as asking for an absolute independence of public opinion.

87. A university needs money for two purposes roughly, *viz.*, to meet its current and routine expenses and the calls of schemes of progressive development. If it is financed by the subsidies guaranteed for a *series of years* in place of annual grants, it will be free from the nightmare of a sudden drying up of its resources. The needs for progressive university development could be made sufficiently clear, and must be quite easy to estimate, if they are really necessary for making the University serve more efficiently the people and localities in which it is placed. In such a case it is desirable that the University should either obtain the grants from the Government or earn the necessary funds either by making its work so attractive as to draw endowments and benefactions, or by larger revenues from tuition and examination fees.

88. If the new University gets that kind of autonomy, it need not fear any lowering of its examination standards or inferiority in its staff. It need not also be nervous of interested or ill-informed local agitation. At the time when the previous University Committee were in session gloomy predictions were made to the effect that a new University in Travancore would inevitably yield to ill-informed or prejudiced local opinion, would reduce its examination standards to placate such opinion, and ruin its degrees and certificates. It is with this feeling that several of our correspondents have advocated the acceptance from the outset of the Pan-Kerala ideal. They would regard a Pan-Kerala University as able to raise itself above interested and mischievous agitation confined to a single state. This opinion may be said to overlook three points. Ill-informed agitation might cross the boundaries of a state, especially when it concerns the interests of examinees and students. There is the tendency for student opinion to spread beyond territorial limits. Thirdly, a tripartite control can be quite as helpless to save a University subject to it from improper agitation if the latter has its birth in any one of the three participating areas. Far from reducing the scope for malific influences, the substitution of a control by three states for that of one state, may even expose the University to frequent interference. In such conditions, it would be hardly necessary for the unhealthy agitation to be started in all the component areas in order that it might succeed. It would be enough if it began in any one of the three areas, with sufficient momentum to coerce first its own Government and then through it the University. Danger springs from dependence, and not from irresponsibility. The remedy proposed will accordingly miss the real cause. An effective safeguard can, therefore, be found only in the grant of full autonomy to the University, so that it might be equally free of any improper interference from the public and the Government of either one or all the three allied areas.

89. Several devices to ensure its efficiency and prestige could be suggested. Among them might be mentioned : (1) the appointment of "external" examiners, particularly for the highest examinations; (2) associated work with other universities so as to enable the new University to get first hand information of standards of work in

sister universities ; (3) travelling fellowships and scholarships to the members of its junior instructional staff, so as to secure for the University their experience and wide outlook ; and (4) special lecturerships to be filled by distinguished men from other universities. The last has been frequently tried by the University of Calcutta. External examining is needed less in the interests of impartial examining or by suspicion of the integrity of the teacher examiners, than in order that those connected with teaching in other universities might obtain first hand knowledge of the standards which prevail in the new University and that different universities may be brought into line with one another in regard to teaching and examining. A new University may be obliged, both by the smallness of its staff and by the desire to get its standards recognised by the academic leaders in older and more influential universities, to appoint as its external examiners the better-known members of the Faculties of such universities. The adoption of the system of external examining can also help in the establishment of a common academic currency. But its use must be kept within limits, in order that examination standards may not be frequently varied, when external examiners are changed and that there might be no discord between teaching and examining. Some American universities have tried a fifth device. They exchange their Professors for short periods with those of foreign universities. The exchange is, we believe, made by mutual arrangement between the Professors with the sanction of their employers. The scheme looks attractive, but it has not been tried more than once or twice in India.

90. The devices mentioned above are suited to meet abnormal conditions rather than ensure protection against deterioration of standards in normal circumstances. The latter can be secured only by adequate and efficient staffing, and the offer of attractive terms of service (including adequate emoluments) to instructors, on conditions consistent with the maintenance of their comfort, self-respect, and individuality. The University will run into grave danger if it regards itself as bound to provide for the employment of inferior men from its own vicinity in preference to superior teachers from outside. Narrow considerations of the kind have ruined universities.

Even in older universities where professorships are filled by election, but the electoral bodies consist of local men, cases have not been uncommon in which popular local candidates of second rate capacity have been put into positions to which their equipment did not entitle them, in preference to men of outstanding merit from outside. The danger is more likely where the problem of the unemployment of the educated classes is acute, as it is now in Kerala, and where universities are open to influence either directly or indirectly. One way of countering the danger is to delegate the power of appointment to a permanent Committee of Selection in which a large expert element is secured, and all appointments are made only on the recommendation of the Board. A veto on appointments to professorships or headships of departments may, however, have to be retained by the Chancellor, even when such a Board exists, though consistently with ideal academic freedom, a practically external veto, such as the Chancellor's should not exist. But, in the conditions of Pan-Kerala University for many years to come, the retention of such a veto may be needed as a protection against possible abuse or errors committed by the Board of appointments itself.

91. Abundant scope for advanced work on a liberal scale is necessary if proper standards are to be maintained. Advanced work is the salt of university life. Without it the level of the degrees must have an irresistible tendency to sink. It is therefore necessary that generously equipped libraries and laboratories should be founded, and facilities for research and publication should be accorded by a new University as essential features. It is necessary that this obligation should be vividly realised even at the start, and that it should never be forgotten. For, in times of financial stress, the feeling might arise that the 'pass' and 'degree' sides of the University are relatively more important than its research activities and that the matter could well afford to wait till the former had been fully provided for. It would thus be wise from the outset to provide against the danger, since both the ordinary degrees and research sides of a University are equally necessary for its existence as a spiritual asset to the nation.

VII

The Medium of Instruction and the Place of the Vernacular

92. The questions of the medium of instruction in the University and the position to be assigned to the vernacular were not considered by the former Committee. This was natural. Though an agitation in favour of the substitution of the vernacular for English as the medium of instruction and examination in the Matriculation was already on foot in 1917, when the Committee formed, and though, even at the time, there was intense dissatisfaction owing to the subordinate position assigned to the vernacular in the scheme of studies in the provincial university, yet the question had not then attained its present importance or magnitude. The preceding Committee did not propose a university which in any marked way was distinct in its aims, organisation and methods from the existing universities of India. Since their report was issued, public opinion both within the State and outside has turned in favour of new universities having to make specific departures from the older ones particularly in regard to the treatment to be accorded to the vernaculars. One of the grounds on which the formation of a separate University for Kerala has been urged is the scope that the new University would offer for the development of Malayalam. We have elicited the view of correspondents on the subject, of which a summary has already been given in an earlier chapter of this Report.

93. On the 4th and 5th March, 1921, the Senate of the University of Madras, in considering the recommendations of a large committee appointed on the 25th October, 1919, arrived at the following conclusions :

(1) "That at the S. S. L. C. examination (corresponding to the old Matriculation,) candidates be permitted to answer either in the vernacular or in English except in the subject of English in which English should be compulsory and in vernaculars in which the respective vernaculars should be compulsory."

(2) "That the medium of instruction and examination in the Intermediate institutions should be English (except in dealing with the vernacular and the classical language)."

94. The subject was also explored very fully by the Madras Government Committee, over which Sir Venkataratnam Naidu presided, which was appointed at the same time as the Senate Committee alluded to above. The Government Committee took an even more favourable attitude towards the substitution of the vernacular for English as the medium of instruction in the upper secondary classes. But it too had to admit the impossibility of a sudden transition from the vernacular to English at the stage which represents the Matriculation. Some of the members of this Committee had urged that managers of schools should be compelled to introduce teaching through the vernacular in all the subjects of the high school except English and the imposition of a time-limit of about five years at the end of which schools were not to be permitted to teach except through the vernacular. The majority of the members, while willing to admit that substantial progress had been made in recent years by the adoption of the vernaculars as the media of teaching in the lower secondary classes, felt that the time had not yet come to adopt such a sweeping innovation. They were of the opinion that freedom to experiment either by using the vernaculars (as suggested by a minority) or retaining English in its present position, should be conferred on the secondary schools. They laid down, at the same time, that the medium of instruction in the collegiate grade should of necessity continue to be English. On this assumption, the relegation of English to the position of a compulsory second language in the schools was felt to be unsuitable, as English was the language of instruction in the colleges. Eventually the Committee arrived at conclusions almost identical with those which the Senate had come to. It resolved that, "while instruction and examination through the medium of vernacular in Forms IV to VI should be the ultimate ideal, liberty be given to the managers of schools to choose either English or the vernacular as the medium of instruction and examination, subject to the recommendation that approximately one-half the time devoted to instruction should be

given to teaching through English and the other half through the vernacular, and that the examination papers of the secondary school public examination other than language subjects be set in English and certain specified vernacular languages."

95. The Government Committee hoped that the acceptance of the above resolution by the Government of Madras and the introduction of suitable modifications in the S. S. L. C. scheme of studies and examination, would induce a large number of candidates to elect to answer in the vernacular in non-language subjects. It was anticipated that the result would be a distinct and natural advance in the position of the vernaculars.

96. It is noteworthy that, when these important decisions were being considered in Madras, the State of Hyderabad, which for university education had been linked to the University of Madras, was inaugurating a notable experiment by the foundation of the Osmania University for giving instruction through Urdu in all stages. The results of the experiment have since been watched with interest. Sceptics were not wanting who scoffed at the possibility of giving instruction entirely in the vernacular, and of the heroic nature of the task undertaken by the Osmania University for translating on a colossal scale the literary and scientific literature of the West. It would perhaps be now admitted by even some of these that the Osmania University has been able to go a great way in its programme of publication. Whatever difference of opinion might exist in regard to the standard of attainments of the graduates of this University, it is undeniable that the experiment has resulted in enriching the Urdu literature and the Urdu language in a manner unparalleled in its history by the introduction of a large number of new words and expressions. All this had added to the fitness of Urdu to serve efficiently not only as the language of common relations among the bulk of the people of India but as that of cultivated society. On the other hand, some advocates of the scheme will perhaps be now willing to admit that the advantage has been purchased at a heavy financial cost which few other Governments and other Universities could probably have been able or willing to afford. A criticism which may be brought against the

scheme is that, though Urdu occupies the position of an official language in the dominions of His Exalted Highness the Nizam and, as such, is cultivated by all those who either desire to enter the Hyderabad service or who have to maintain business relations with its Government, yet Marathi and Telugu are the real vernaculars of the Hindu subjects of the State who form the bulk of its population, and that the experiment would have been easier to justifiy if it had been made in Hindustan than in the Dakhan.

97. When such measure of success as the Osmania University has been able to attain in the substitution of a living Indian tongue for English as the medium of instruction and examination, even in the highest course of studies and examinations, comes to be better known and appreciated, the agitation which is still confined to enthusiasts to give a similar position to Malayalam in a Kerala University must gain in strength and volume. Malayalam is hardly younger than Urdu. Kerala has an advantage over Hyderabad in linguistic unity. The adoption of Malayalam as the language of a Kerala University would not have the appearance of a foreign tongue imposed on the people of the country. But the number of people speaking Malayalam in India is but a fraction of those who speak Urdu and the vernacular of Kerala cannot possibly hope to obtain the position which Hindi or Urdu hopes to attain as the future common language of India. Malayalam, no less than Urdu, has shown power to adjust itself to modern requirements. Its potentialities have been demonstrated by the wonderful growth of its literature in the last forty years. In Malayalam one does not find the pronounced differences between the spoken and literary dialects which in some of the other South Indian vernaculars make the speech of the literary men and the writings of a classical character unintelligible to the man in the street. The expansion of its vernacular literature has created in Kerala a healthy tradition of the habitual use of Malayalam in public as in private life, and has developed a powerful vernacular Press. It has been a frequent cause of self-reproach to many Indians educated in English that few of them are able to address their countrymen in the mother tongue with freedom, ease and effect. Such a criticism can hardly be levelled against those who have been educated in English in Kerala where the power of vernacular speech has also

been cultivated to a high degree of effectiveness. The familiar plea in favour of the substitution of a vernacular for English, *viz.*, that the change would lead to the growth of a high class vernacular literature, is seen in its weakness in Kerala; for, without the formal recognition of the vernacular for academic purposes, and without even the stimulus given by a resurgent nationalism to the promotion of a 'cult of the vernacular,' the literature of Malayalam has grown in a remarkable manner.

98. These arguments may lend support to the view that the new University in Kerala might with advantage follow the example of the Osmania University and attempt to impart education in all stages including the highest only through the vernacular. Such a plea would appear, however, to ignore some important considerations. English education has spread in Kerala in as remarkable a manner as vernacular education. In few parts of India is English cultivated with such success as in this tract. The two languages do not therefore press against each other. The experience of Kerala makes it clear that a people can be successfully bilingual. The formal recognition of the vernacular as the language in a University is not needed to enable it to progress. The argument that instruction in the vernacular would diminish a considerable amount of mental strain is less effective when applied to higher than to elementary education. Nor can it be forgotten that English has advantages which probably no other language, ancient or modern, has as the vehicle of cultivated thought and expression, and that its possession gives such an access to the treasures of literature and science as that of no other language can give. The history of English education in Kerala shows how its value was realised by those at the head of the Governments of the area nearly a hundred years back. Their statesmanship has been responsible in making English the official language of the country and it has undoubtedly contributed to the forward position taken by Kerala in so many directions. It may therefore be recognised that the substitution of Malayalam for English in higher education might entail the needless sacrifice of much acquired aptitude and advantage, and much arduous work in the process of substituting English for the vernacular for which there would be neither the need nor political or economic

justification. The needs of modern democracy are already being satisfied by the existence of both the languages. With their expansion side by side in popular education, the twin ideals of an educated people and a responsible government are both coming every day nearer of complete realisation in Kerala.

99. In view of these facts it is not possible to recommend that the new University should undertake instruction only through the vernacular and relegate English to the position of a compulsory or optional second language. But, at the same time, one of the distinctive duties of the new University should be to recognise that it has to do its utmost for the promotion of the languages and literature of Kerala. A knowledge of the vernacular and a power of adequate expression in it must be ensured for every candidate in the pre-university stages whether it ends at the present or the proposed Matriculation. At the same time, in the university courses, the medium of instruction and examination, except in regard to languages other than English, should be English. This must be insisted on because of the need to keep in line with the other universities of India and the practical difficulties in the way of the external examining already recommended.

100. We have already proposed that the entrance test should be applied at a somewhat later stage than the present S. S. L. C. If this is remembered, our further recommendation that the entrance examination to the University should be conducted in English is not liable to misconstruction as either opposed to the interests of vernaculars or to grant of the liberty to use a vernacular instead of English as the medium of instruction and examination in the upper secondary schools. But the university course should be so arranged as to enable every student to acquire the power of adequate expression in English even if he specialises in languages or science subjects for which more than a working knowledge of current English cannot be considered essential. We do not wish to belittle the importance of the vernacular in any way. We would like it to be cultivated much more than it now is, in order that the power of speaking and writing in the mother tongue might be suitably developed. To-day it is a complaint that opportunities for the

cultivation of the power do not exist in the colleges. The deficiency is attributed to two causes : (1) The absence of due continuity in the study of the vernacular, from stage to stage, throughout a student's career from the elementary school to the degree courses ; and (2) the limited time available for the study of the vernacular in the present university courses of study, to the bulk of our students who do not specialise in the vernacular. It is hardly necessary to make detailed suggestions as to the ways in which these defects may be corrected. We have been advised that it would be possible to revise the course of studies in the University in such a manner as to provide a really influential place for the vernacular in the *degree* courses. One of the ways in which this improvement could probably be effected is by a reduction of the amount of linguistic work now done in English. Well informed opinion in the University of Madras is opposed to the study of certain branches of English such as Old English or formal Grammar and Rhetoric by all degree students. It advocates the restriction of the compulsory English work in university courses to as much study of the language and literature as would enable all university students to acquire, just as in the vernacular, an adequate power of expression. A recommendation to give effect to the views was brought up before the Senate of the University of Madras and, though it was not decided on by the Senate, it was seen that it had a large volume of popular support and educated opinion in its favour. The adoption of a similar position in regard to English in the new University must result in securing due attention to both English and the vernacular.

101. A point which arises for consideration in this connection is the position of a classical language as an element of higher culture. In the universities of Upper India the study of a classical language was till recently obligatory in the degree course. In most of them the vernaculars have now been accorded a similar position. In South India the existence of powerful vernaculars, the development of which had been largely independent of Sanskrit influences, has led to a claim that the Dravidian languages should also rank as classical languages. The plea misses an essential feature of the recommendation, *viz*., that particular languages which are *commonly*

spoken of as classical languages, *e. g.*, Sanskrit, Arabic, Persian, Latin or Greek should have been studied by every candidate who claims to have received a liberal education. The relations of Malayalam to Sanskrit have been more genial than those of the latter and Tamil. Despite the existence of caste restrictions and religious cleavages, Sanskrit has been cultivated both by Hindus and by non-Hindus in Kerala. Most students of Malayalam possess a working knowledge of Sanskrit also. On the Musalmans of Malabar, Arabic has a special claim as a sacred language independently of its secular value. The claims of the classical languages might therefore be less difficult of acceptance on the Malabar Coast than in other parts of South India. The question in issue is, however, not whether the addition of a classical language would be willingly accepted or would have to be forced upon an unwilling people, but whether a classical language is really needed as a definite part of an educational scheme, and whether a place could be found for it in any such scheme without reduction of more necessary work. The matter has to be further explored and may be left to the decision of the new University itself since it is evident that the imposition of the classical language on all students of the university courses cannot be considered apart from the competing demands of the other studies.

102. In some of the newer universities of India, attempts have been made to provide for the study of modern European languages other than English, such as French, German, etc. A few students in Kerala even now study French for the Matriculation and Intermediate courses. They are usually women. We do not see any need to propose that the University should make any special provision for the cultivation of these languages. It will be easy enough to provide for them in the university courses and arrange for suitable instruction and examination in them, should a demand for their study arise.

VIII

The Education of Women

103. In all recent university inquiries in India, a large place has been taken by the consideration of the provision for the education of women. This is only natural as the education of its women must *per se* occupy an important place in all programmes for the uplift of a nation. If it be true that a democratic government requires an educated people, it follows that it is a poor democracy which secures the education of only half its people, by leaving its women out of its scheme of enlightenment. The existence of a large body of uneducated women proves a social drag and a powerful obstacle to the rapid advance of a nation. In Kerala, where the education of women has gone on for over half a century, the opposition to it sometimes encountered in other parts of India does not exist. But, even in an area so much to the fore in female education, clear ideas on the subject are yet far from being general. It was therefore found necessary to submit to witnesses who had expert knowledge of the educational needs of Indian girls, a questionnaire. In Chapter III of this Report we have also given a sketch of the progress of female education in Kerala, which would reveal some of the defects of the existing system and suggested possible lines of improvement.

104. Women in Kerala are, as regards education, in a more fortunate position than their sisters in other parts of India. A high degree of mental cultivation in women has been one of the things for which Kerala has long come to be famous. The traditions of the land have secured to its women a considerable degree of freedom consistent with the maintenance of ancient standards of domestic and public virtue. The advance of women's education on western lines has, therefore, been general and rapid, except in two communities, *viz.*, the Brahmins and the Muhammadans, among whom custom is still opposed to the public education of women. The communities following the Marumakkathayam law of succession and the various Christian denominations have taken readily to the education of women, the latter earlier than the former, with the result that the women students in the college classes are practically restricted to these sections of the people.

105. The questions which chiefly arise for consideration in regard to the university education of women are : (1) the wisdom of having separate courses of studies for women ; (2) the advantage of providing for a shorter period of education and easier courses of studies for women ; (3) the nature of the agency to be employed in the higher education of girls ; and (4) the possibilities of co-education. On each of these, there is a considerable volume of opinion on record, in the reports of inquiries conducted elsewhere.* Our own witnesses have also favoured us with advice on these points.

106. Our witnesses are divided in their opinion in regard to the desirability of providing different courses of studies for women and men, particularly if the difference implies the provision of lower standards and easier tests for women. There is strong objection, and even resentment, to any attempt to establish any such differentiation since it would imply the mental and physical inferiority of women. Ladies who have had much experience of women's education in the State are thus least prepared to accept the view that the ordinary courses of studies which have been prescribed for men and women equally have by their inherent defect or their unmangeable volume proved detrimental to the health and morale of our women students. Many of them would like a further widening of the curriculum so that additional subjects might be introduced, which would be attractive to women, such as Music, Painting and other Fine Arts, etc. They advocate the inclusion in the curricula of subjects which can develop the capacity for artistic appreciation as distinct from technical skill. But they do not suggest that there should be any bar to women offering the same subjects for examination and receiving instruction in them in the same way as men. It is admitted that a larger percentage of women go in for education for its own sake, without any intention of entering a profession at the end of it than men, and it is accordingly that the needs of such women will justify the inclusion in the school and college curricula of subjects like Child Welfare, Sanitation, Domestic Science, Needle work, Music, Drawing, Painting, etc. If this was

* For details *see* the Report of the Consultative Committee on Differentiation of Curricula between the Sexes in Secondary Schools.

done, those who did not seek a collegiate education mainly with the intention of securing degrees and earning their living, might make a selection of subjects more serviceable to them in future, and more adapted to the cultivation of the arts and graces of life. Modern opinion calls loudly for the equal treatment of men and women. But the claims to equality of the sexes do not dictate identical courses of study or treatment in education. This is the opinion of those conversant with women's education, whom we have had the advantage of consulting.

107. The Sadler Commission which considered in great detail the means of promoting the university education of women has made two suggestions. The first is for an expansion of the course of studies for women and the introduction of teaching as one of the subjects of the courses, even at the Intermediate stage, in order that a large number of women might secure easily the equipment necessary for their entry into the only profession into which women now enter besides Medicine. The second urged the creation of a Board of Women's Education, one of whose duties will be to give advice in regard to the revision of courses of study, so as to make them meet better than they now do the requirements of women. To attain the first object, the Commission recommended that training classes should be attached to arts colleges for women so that facilities might exist for imparting pedagogic training in one and the same institution. Such a proposal for attaching training sections to arts colleges open to *both* sexes has been accepted by the Government of Madras in G. O. No. 1685, dated the 1st December 1923. The Committee of the Madras Senate which dealt with the question of women's education in 1921, in the light of the recommendations of the Sadler Commission, did not see the necessity for a separate University Board of women's education. It was considered sufficient that women should be added to the existing Boards or university bodies in which they had till then practically no place in sufficient number to enable them to influence courses of studies in the interests of women. The decision of the provincial Senate is obviously better than that of the Sadler Commission in this matter. Multiplication of controlling bodies is not desirable. It might prove wasteful and result in

discord to have numerous and competing university agencies. In a compact area like Kerala, the need for such a body is even less than in a presidency. The policy which has been followed in the University of Madras, since this recommendation was made, of appointing a number of women to the University Senate, Councils and Boards, is easy to give effect to in Kerala where men and women have been accustomed to serve on common committees.

108. The widening of the courses of study, in order to give additional options to the women students, might entail some further expenditure for which there would be no visible return. It is improbable that many women students would choose these additional subjects in which nevertheless instruction and examination will have to be provided. But such an expenditure might have to be regarded as largely justified by the scope it would afford for correcting a permanent defect in the University, *viz.*, the absence of provision for the cultivation of the æsthetic side of our students. In the plans which were considered before the starting of the University of Mysore, there were proposals for following the example of some American universities, and creating degree courses in Domestic Science and similar subjects, supposed to be peculiarly attractive or adapted to women. The present social conditions of India would make a training of this kind not in any way specially attractive to the bulk of our women. It is doubtful whether such courses can be regarded as equally valuable as the usual university courses, considered merely as instruments of education. It is no doubt necessary to provide for some representation of the special needs of women in courses of study. But it does not follow that the intellectual needs of men and women are so totally different as to necessitate an entirely new set of subjects of study for the latter. It might be mentioned that no such demand has been made by any of the ladies who were consulted by us.

109. Some of our witnesses have asked that special provisions for religious training be made in the colleges or hostels for women. It is said that such training is more important for women than for men. Apart from the justice of this differentiation, it has to be recognised that there will be great difficulty in prescribing religious

training for either sex in the University. All that would be necessary would be to permit the imparting of such training in hostels or halls of residence maintained by denominational institutions. Women from some of the conservative sections of the population would perhaps come up for higher education more readily if there is the assurance that nothing would be done to interfere with their religious freedom.

110. The Madras Government Committee on secondary and intermediate education considered suggestions for a shorter secondary school course for girls, and for lightening the strain of examinations for girls by the introduction of *viva voce* in the place of written tests. But they found that the women themselves resented a lowering of their standards for their special benefits and that the proposed substitution of *viva voce* tests for written examinations was not likely to be welcomed in view of the general nervousness that women exhibit in public oral tests. They concluded that "the rules in regard to the medium of instruction and examination should be the same for girls as for boys but that, in view of the social customs and sentiments current in certain Indian communities, the possibility of providing for Indian girls an *alternative* secondary school course of studies fairly complete in itself and extending possibly for eight or nine years, be considered." The second of these conclusions is in line with one which we have received from some of our own witnesses to admit, both in the secondary and collegiate grades, girls who desire to stndy without an obligation to sit for public examinations. The suggestion is one more fitted for the consideration of the colleges than of the University except in regard to the grant of permission for the concurrent attendance of such students along with university students of the same class. This permission may be granted. Even now the admission of students who do not propose to sit for university examinations is apparently not prohibited by any university regulations, and a specific recommendation for permitting what is now enjoyed is therefore needless.

111. There is unanimity of opinion in regard to the agency to be employed in the education of women. Every one is agreed that the employment of a staff entirely made up of women instructors is

necessary. In the social conpitions of the country any lingering reluctance to allow girls to be educated can only be overcome by the acceptance of this wholesome principle. The Committee of the Madras Senate made a recommendation which was subsequently accepted by the University of Madras and incorporated in the Regulations giving effect to this idea. Under the existing regulations of the Madras University, a college for women cannot receive recognition or affiliation unless it is prepared to guarantee a staff consisting of women only. There has been in recent years an instance in Travancore of an institution for women being unable to obtain affiliation as a second grade college on account of the difficulty of providing such a staff. It must of course be recognised that a hard and fast rule on the subject is not desirable and might prove unworkable or might result in the provision of inferior instructors and the consequent reduction of standards. It is difficult to obtain qualified women for lecturerships in certain branches and that this scarcity might continue for some years more. In such cases, the alternative to providing ill-equipped women instructors in these subjects would be to allow the women to attend colleges for men. The nature of the alternative will itself dispose of the objection against the occasional employment of men in women's colleges till women with the suitable qualifications are obtained to replace them.

112. The question of the employment of men as instructors in colleges for women is allied to the wider question of the co-education of the sexes. Outside the West Coast, such co-operation is looked upon with mistrust, even in South India. The bulk of our correspondents recognise that co-education is now not uncommon even in some of our high schools, and is necessitated in areas in which it is manifestly impossible, owing to considerations of cost, to establish higher grade schools for girls as well as higher grade schools for boys. In such cases, it has been found to be more economical to admit girls in boys' schools. The practice of co-education is fairly common in Kerala. Even carping criticism has not been able to find much ground for objecting to it. It is not difficult to argue that the reasons which have made

co-education possible elsewhere might apply with force in Kerala also. The absence of a *purdah* system in Malabar and the existence of natural and unhampered relations between the sexes are both advantages in facilitating co-education. Co-education may diminish some of the unhealthy attractions of the sexes which may arise from keeping them apart in separate institutions. Our girls have proved their equality to their brothers intellectually and have shown that they could profit by the same courses of study. There is no evidence that their health as a rule suffers owing to competition with boys and increased effort demanded by such emulation. On the contrary, it has been said that girls tend to work harder in girls' schools than in mixed institutions. The practice of co-education has had no appreciable bad effect on the age of marriage, and has undoubtedly not been responsible for any suspicion of a reduction of the morale of students of either sex. The objection that co-education would force girls to take up studies uncongenial to them or unattractive to them, is much diminished by the fact that most of the girls voluntarily prefer to submit themselves to the same courses of training and examination. The opportunity for the meeting of boys and girls where co-education exists is restricted by the custom of the country to their class room and there has been no ground for the apprehension that the demands of social life owing to co-education are proving so excessive as to diminish the opportunity left to the girls to attend to their studies. Where any social life exists among girls at all, it has been found only in schools and colleges for girls. Nevertheless, the question has a living interest at the present time, mainly on account of the existence of a certain amount of natural prejudice against putting the two sexes together in the same class. The prejudice is not confined to lay critics. Educationists of reputation have objected to co-education on the different ground of variation of mental endowment due to difference of sex. "It is doubtful," says Professor J. Welton, "whether sufficient attention has been paid to such considerations, by the advocates and promoters of joint schools for the sexes. That boys and girls can be taught together in the earliest stage—say, up to ten years of age—may be granted. The matter put before them gives little scope for their characteristically different modes of

apprehension. But the further that early stage is passed, the more do intellectual differences of the sexes become operative. Soon boys and girls begin to retard each other's progress—the girls being held back for the slower boys in some subjects, and in their turn hindering the advance of boys in other subjects."* The argument against co-education is reinforced by appeals to the psychological differences between man and woman, which are said to be "so intimate, so deep, so all-pervading, that real training in character and in outlook on life of the one sex cannot be given by the other." Thus it is difficult to understand why, despite its apparent success, co-education is still unacceptable to many of our educationists. In colleges for men, particularly, there is even more reluctance to admit women students than there is a hesitation on the part of women students to seek admission in them. An increase in the number of women students in large classes in a college, mainly intended for men students, has a tendency to reduce the spirit of chivalry which the men are more ready to show to their girl classmates if they are only a few in number. Administrative difficulties also arise in having to provide for the convenience of the two sexes in a common institution. It is on these grounds mainly that the expert witnesses whom we have consulted recommend the continuance of the practice of co-education only in small classes such as post-graduate and Honours classes and in laboratory work in the Physical and Natural Sciences and the provision of separate colleges for women and men in the Pass course where the number of women students would justify the provision of separate colleges for them. Our witnesses do not thus see any harm in co-education in the lowest as well as in the highest stages of education. We are inclined to accept this view and, as a concrete suggestion, to recommend that His Highness the Maharaja's College for Women, which is now a second grade college, be raised to the first grade in the History and Languages groups in which the bulk of the women candidates now gather in the colleges for men. Such a promotion is justified in the case of this institution by its previous history, by the feasibility of the plan suggested, and by the opportunity it might give for

* *Vide* "Psychology of Education," 1921, p. 135.

continued academic life to its women students. If the degree course is to be one of three years instead of two, as proposed in this Report, the elevation of the college for women to the rank of a first grade college would be even more imperative than it is under present conditions.

113. The professional careers which are now open to educated women in India are those of the teacher and of the physician. In both cases, formal instruction includes a considerable amount of practice. The ideal conditions for such work are to be found in institutions exclusively designed for women. It is on this ground that separate training colleges for women are suggested. In view of the opinion already expressed on the impracticability of having a college of medicine within the area, for several years to come, it is hardly necessary for us to deal with the second of these needs. As regards a separate training college for women, it would undoubtedly be advantageous either to provide such an iustitution by itself or following the plan recommended by the Retrenchment Committee of the Government of Madras appointed in 1922 under the presidentship of the Hon'ble Sir Charles Todhunter, and the principles laid down in the order of the Madras Government (G. O. No. Mis. 1635, dated the 1st December 1923), to attach training sections to an arts college for women.* The second of the plans would probably be acceptable on grounds of economy. It would ensure continuity of institutional life to a number of women students. It might be desirable for the college concerned to attach to itself a secondary school where the women under training will have scope for daily practice and observation of teaching. We have already recommended the linking up of the colleges and schools and the proposal would therefore have a justification on more grounds than one. As regards Travancore, the main difficulty in giving effect to this plan is likely to be the small number of the women teachers who will come up for post-graduate training in pedagogy. The figures that have been before us show that, during a period of twelve years, the Training College for teachers at Trivandrum trained in the

---

* *Vide* Report, Chapter XVI, p. 78.

aggregate only twelve women students. A more generous policy has, however, been initiated by G. O. No. R. Dis. 469/24. Leg. E., dated the 15th May, 1924, in accordance with which ten places in the graduate section and ten seats in the undergraduate section of this college are reserved every year for women. The ease with which these places have been filled up during the current year might indicate the possibilities for a successful Training College for women. These are bound to be larger if an institution of the kind founded in Travancore keeps it doors open for women teachers from the adjoining areas of Kerala also.

114. To sum up our conclusions in regard to this section: The university courses of study for men and women should be the same; for women there should be a wide range of choice and some subjects as appeal to women more than to men such as Domestic Science, Music, etc., should be included in the optional subjects for university courses from which a selection has to be made. In regard to co-education, we do not see any objection to it in the Honours and research courses and in laboratory work where the students are under individual supervision, but as regards the courses of studies terminating in the ordinary Pass degree, their needs would justify separate colleges for women. As a specific suggestion we recommend the immediate raising of the college for women at Trivandrum to the first grade, but giving instruction only in the History and Language groups. We would also favour, if a sufficient number of women teachers are available for training, the attaching of a training section to the college for women, and the addition to the same college of a secondary school for girls to serve as a practising school for the women under training.

IX

Physical Welfare of the Students

115. The last but not the least important of the features to be provided in the new University should be for the physical welfare of its students. This is a matter on which there has been a regrettable want of public conviction throughout India. Students

as well as parents have displayed more anxiety about success in examination than in securing the development of their physical powers to the fullest extent. Possibly, in the beginning, higher education was generally resorted to by the youth of communities largely unaccustomed to sustained physical effort. This might have contributed to the creation of a tradition of neglect of physical culture. Colleges were then regarded as having an obligation to look after the physical needs of their students much more than the University. Even in the colleges, the all-round athlete received more sympathy for his misguided zeal, than encouragement from his teachers and fellow students. It is not surprising that such conditions led to the steady physical deterioration of our educated classes. The position, as viewed by thoughtful men of the country is not unlike the following description offered to us by one of our correspondents:

"Ninety per cent of the young men that have completed the college courses do not possess that bodily vigour and vitality which men of their age ought to possess. As for women students they come out of the college as wrecks....The only way to remedy the evil is to make it compulsory to undergo suitable physical exercise as a part of the regular course of studies."

116. There might be an error in the estimate of the percentage in this description, but it is undeniable that the future of the country fills our public men with dismay when considered from the standpoint of the neglect of physical education in our schools and colleges. Life in the great western universities when recalled suggests vividly an existence of strenuous endeavour in the playing fields and on the river. It is, therefore, natural that many of our witnesses should propose the location of the new University in surroundings which offer facilities for out-door games and sports. Their recommendations gain force from the circumstance that the bulk of our students come from rural areas, that many of them are the inheritors of traditions of martial activity and that our present neglect of out-door sports is to that extent not a consequence of their history.

117. Mr. Stephenson, who, as the Principal of H. H. the Maharaja's College, has had opportunities for observation, states that "speaking generally the health of the students attending the

college is poor and their mental efficiency correspondingly low." "One very seldom sees," he adds, "a physically robust student." He attributes the poor health and physique of the students to their poverty and to the damage to health done in the schools. "Many of our college students are compelled to live cheaply both as regards lodgings, which are often depressing, and food which is generally unsatisfactory." To the first evil, the corrective is a liberal provision of hostels. The neglect of games and physical exercise, though they have become habitual, having started in the school, is not so easy of correction for the first time in the collegiate stage. The evil, if it is to be largely overcome, must be met by compelling every school to provide for the physical culture of its pupils. It is accordingly desirable, in the first instance, to press for the provision of suitable playing fields and gymnasiums in all our schools, and to ask for an organisation which would train an intelligent and efficient corps of instructors of physical culture. A beginning seems to have been made in this direction at Madras. A Director of Physical Culture, with properly trained assistants, has been employed in the presidency of Madras to give advice and assistance as well as demonstrations and lessons to assemblies of teachers specially convened for the purpose. Unless a similar step is taken in Travancore by Her Highness' Government, and the rule insisting upon suitable provision being made for the physical training of students in the schools is enforced rigorously for some years to come, it is futile to hope for any improvement in physique among those who come to the university classes.

118. In a constituent university the most that the university itself can do is to insist on its colleges doing all that is possible in providing suitable aids to the games and sports of their students. If this be done, the way will be open for the creation of a proper spirit towards out-door games comparable to that which is the distinguished feature of the great universities of the West.

119. It must be mentioned with regret that, in regard to the Government Colleges of Arts and Science and the Law College at Trivandrum, the provision of playing fields is extremely inadequate,

When we started our deliberations, the Training College was not better off, but it has, we understand, been recently given an adjacent parcel of land extending to about ten acres which after reclamation would prove a fine play ground to this institution and the connected Model School.

120. It is in order that this defect may be corrected that we have suggested the transfer of the grounds now occupied and used by the old battalion of the Nayar brigade to the University or the colleges and the construction of additional hostels for the Government colleges in the suburbs of Trivandrum, where ample scope for the provision of recreation grounds now exists. The rectification of the defect is urgently called for, and the matter will repay the attention of Her Highness' Government, even independently of the formation of a University.

121. The medical inspection of university students has sometimes been made a subject of special agitation. The Travancore Government have already ordered such an inspection in the case of students of high schools.* A proposal that the colleges should be called upon to conduct such an inspection was approved some time ago by the Senate of the University of Madras. But it proved inoperative, as questions arose as to who should defray the cost of the inspection. An attempt made sometime later by the same body to get the affiliated colleges to provide an annual course in First Aid for the benefit of their staff and students, under the auspices of St. John's Ambulance Association, proved equally abortive. Few colleges were willing to incur the expense. In Travancore the only institution in which the training was recently given is the Training College. Some years ago a course was given in H. H. the Maharaja's College at Trivandrum, but it was not repeated. Those who have had experience of medical inspections of our boys are inclined to consider them perfunctory and valueless. In many cases the inspection is said to have lasted not more than 10 minutes for a student. The conditions in our country are hardly parallel to those of the English Schools, on which medical inspection

*_Vide_ G. O. No. 26 Leg. E., dated the 7th January 1923.

is imposed as a statutory obligation and in which the provision of a school doctor and a school nurse is concurrent with that of a teaching staff. An inspection which is not followed by treatment must be largely ineffective. Nevertheless, one can visualise the advantage of a thorough medical examination of students immediately after they join the University. In regard to those who are qualified as the result of such examination, to be fit for strenuous physical exercise, games may even be made obligatory.

122. A great deal has been said recently of the necessity to give our youths sufficient military training by their organisation in a university corps, to justify their being regarded as fit to form units in a territorial force. The universities in India are now taking the matter seriously. A resolution was recently before the Senate of the Madras University to make that body record its "opinion that every male student should, before being allowed to appear for any degree examination of the Madras University, produce a certificate of military training in the Indian territorial force unless he has been declared to be permanently incapacitated on medical grounds by some medical man appointed by the military authorities or by the University from undergoing such training." It was pleaded that a recognised duty of the citizen is to take part in the defence of his country and that the salutary effects on the physique of those who join such a corps, and on their morale by the inculcation of habits of discipline, comradeship and willing service, are other valuable results of a military training. The question of compulsion involved in this resolution raises however wider issues.

123. The formation of a University Corps will thus bring the new University into line with the other universities in India. It is not likely to involve any heavy financial liability. Experience is said to demonstrate the value of the training. We accordingly recommend that due provision be made in the University for the formation of such a corps. But in order that the experiment might succeed the spread of the Scout Movement in the schools must be earnestly encouraged by the Department of Education. The conditions on which such a corps may be recognised as a part of the Indian territorial force will, however, have to be first explored by the authorities concerned.

124. The necessity for proper attention to physical health is obviously even greater in the case of girls than boys. This point has been pressed by such of our witnesses as have had a considerable experience of women's education. It is often the girl of poor physique who takes to higher education. The need to provide efficient correctives in their case must be all the greater. The University must, therefore, adopt a provision for the recognition of colleges and halls for women, like that now embodied in the Regulations of the Madras University, making it obligatory on such institutions giving the fullest physical education to their girls.

X

Adult Education

125. A university, in order that it might realise the aim of social service, should endeavour to bring within its scope and influence not only scholars who are able to live within the colleges and halls, but also such adult members of the community as have been denied the benefits of university training by poverty, age, or lack of opportunity. In every society the number of persons who are able to afford a university education must form a very small percentage. Exaggerated class consciousness, springing from the feeling that higher education is the monopoly of the well-to-do, is one of the visible dangers of a democracy. Such a feeling is bound to be generated in a country in which social and economic stratification has continued for ages. The history of higher education has been almost exclusively that of the advancement of only the upper strata of a people. The solution of the social and political problems of Kerala would, therefore, require not merely universal elementary education, but opportunities for the vast numbers who are now unable to obtain enlightenment, through poverty, and through sheer inability to leave their daily work in search of culture to benefit from the establishment of a university. It may not be amiss in this connection to repeat a warning uttered by Sir Michael Sadler in regard to the efficaciousness and sufficiency of elementary education. "Elementary instruction," said he, "is not only barren

but may even be dangerous. It is not well to teach our democracy to read unless we also teach it to think." Inadequate knowledge and false ideals are among the recognised dangers of democracy. "A nation influenced by right ideals," says Canon J. S. Masterman, "might safely entrust to its selected representatives, the task of giving to these ideals concrete expression in national and international life. But an uneducated people is in constant danger of being deluded by false ideals. It will respond to the appeal of self-interest, and judge political questions from the standpoint of the present, rather than from their larger aspect. In a word, it will lack imagination, only prefer the astuteness of the noisy demagogue to the farsighted wisdom of the true statsmen."*

126. Any provision for adult education must form one of the essential activities of a university, whether it takes the form of University Extension lectures, and tutorial classes as in England, or Summer Schools and vacation courses as in America. The Asquith Commission deplored the insufficient attention given in England to the University Extension movement which has been in existence there for over fifty years. They deprecated the tendency to regard the work as a side-show in a university or as an appendage, rather than as part of the normal and necessary work of a university. The same complaint was also made earlier by the Adult Education Committee and by the Royal Commissions on University Education in England and in Wales. In India "extension" work has not yet come to be recognised as having a place in the normal activities of a university. The limited means and the great volume of the work undertaken by the provincial Universities, and their incorporation in an epoch in which democratic institutions were regarded as things of the remote future are perhaps responsible for this deficiency. Conditions have materially changed since our older Universities were founded. Popular government has become a feature of Indian life. The Native States of South India have honourably vied with the British provinces in the extension of democratic institutions and franchise. Should a University, founded in an area like ours, fail to meet the

* *Vide* "Cambridge Essays on Adult Education," p. 91.

legitimate requirements of its people, who are unable to become its students in a formal sense, by failing to provide adult education, it would inevitably tend to lose public support. Even our provincial Universities are realising this danger though in a halting and half-hearted fashion. The great mass of the people must depend for their higher instruction upon their nearest university. This is because it is better qualified to help them than departmental agencies and private associations. It alone can impart a good tone to higher culture through the quality of its work. A University in Kerala must obviously satisfy the requirements of the people of the area and produce a conviction in them that what it is doing is good return for the money spent.

127. One of the ways in which it may so satisfy the people is by publishing reports of its work. Another and better way would be to get selected members of its Faculties to spend some days every year in different stations in the area, delivering popular scientific lectures, and in effect conveying the message of good fellowship from the academic to the non-academic section of the people. This is what is being done with success in many universities of America. A university must gain a better knowledge of the communities it serves, their needs, aspirations and conditions generally, if it adopts a plan of work of this kind than if it restricts itself to teaching only those who join its colleges and classes. A professor in a university might not be the worse for getting out of the class-room and rubbing shoulders with people outside. Whether any university instructor is to do so systematically, will depend on whether "extension work" is to be regarded as a regular part of the university's activities or as a mere 'side-show'. Should the former of these positions be frankly accepted by the new University, much of the suspicion and jealousy which are natural when large sums are expended on the cloistered seclusion of a few devotees of learning, will be sensibly reduced if not completely disarmed. The community as a whole will also experience a widening of its mental horizon, learn to think in terms larger than the local unit, and to estimate ideals with reference to their standards than their immediate utility.

128. These are considerations which have appealed forcibly to the older universities of the world for the acceptance of extension work as a regular part of its work. They have naturally also been accepted by the universities founded in the younger countries in the West as well as in Australia. In the Report on Australian Universities presented to the Government of Mysore, by Principal T. Denham, before the incorporation of the Mysore University, a vivid description is given of the manner in which Australian Universities aimed at becoming national centres of learning, and endeavoured, whatever lay in their power, to justify their title to be so regarded, by providing liberal extension courses, by the free admission of undergraduate students to university lectures, by the holding of evening classes, and by the total or partial remission of fees in the case of students too poor to pay fees.

129. In Kerala we are not aware of the existence of any organisation outside Travancore which has hitherto attempted to fulfil any such function. Even in Travancore only one such organisation has existed. During the administration of Dewan Rama Rao, over a generation ago, on the proposal of the staff of H. H. the Maharaja's College at Trivandrum, the Government of Travancore formed a Public Lecture Committee consisting for the most part of the members of the staff of its college, with M. R. Ry. Kerala Varma Avl., C. S. I., the late Valiya Koil Tampuran, as its first President. This Committee was given a small annual grant to be distributed among lecturers, most of whom were to be selected from the staff of the college, for the delivery of what would be called "extension lectures." The activities of this organisation are long confined to the capital. Its scope was subsequently widened during the administration of Dewan Sir P. Rajagopalachariyar, till it came to be regarded as a means of spreading light on a number of important subjects in mofussil centres also. Courses of lectures were delivered in continuous sessions, sometimes lasting for about a week, on the plan adopted in some of the American State Universities. The lecturers, however, were not the members of what would be called a university Faculty but departmental experts chosen from the technical services of the State. The Committee is

now dissolved. Its activities have been referred to mainly to show that, whether by accident or by design, Travancore came to recognise the value of extension work in connection with its chief institution of higher education, within twelve years of the starting of the extension movement in England in 1873.

130. It will thus be evident that a University established in Kerala in these days of democratic control and vivid popular desire for enlightenment should recognise adult education as a part of its formal and normal work. The duty may be justified even on the lower ground of self-interest. It is inevitable that, should the new University desire to grow, it should look for liberal subventions to the Governments of the areas over which it exercises jurisdiction. It would be less difficult to obtain the grants-in-aid, which would be in the power of popularly controlled legislatures to grant or withhold, if it is made clear to the masses that the University is both willing and able to help them also in their desire for cultivation.

CHAPTER XI

THE CONSTITUTION OF THE UNIVERSITY

In considering the system of government to be provided for the new University, a certain number of points have to be kept in view. Among them should be mentioned the need to secure first the proper co-ordination between the University and public opinion; secondly, such constant and reciprocal co-operation of the University and the Government as will promote their harmonious working and ensure to the University due freedom from governmental interference in its internal work; thirdly, elasticity in the system of administration so as to make it possible to adapt the constitution easily and quickly to changing needs and conditions ; and fourthly, the association of responsibility and power in the various university bodies so as to result in autonomy not only for the University as a whole but for its several bodies.

2. These requirements are indicated by the history of university development in India. The constitution of the provincial Universities founded in 1857 was suited to the time when it was introduced by reason of its simplicity and the intimate relations which it established between the University and the Government. The state has an obvious duty to ensure the proper working of a University situated within its jurisdiction. The system of education in its schools must be affected by the action of the University. Most of those who attend colleges do so with the hope of obtaining the qualification which would enable them to obtain both appointment and subsequent preferment under the Government. Naturally, the Government, as the largest employer in the area, must be concerned with the quality of the training imparted to its future employees. The comparative poverty of the country has necessitated the foundation and maintenance of collegiate institutions directly by the state, rendering it the owner and manager of a large number of institutions of the university grade. The state, as representing the community, is interested in the co-ordination of all lawful and beneficent activities within its jurisdiction, including those relating to education in all its stages. It has thus a duty to maintain intimate relations of co-operation and supervision with the universities

of the country. The functions of oversight and direction were undoubtedly necessary in 1857 and for a long time after. The bulk of those who were associated in the government of the university, as members of its various bodies, were servants of the Government. In the eyes of the people, the prestige of the university, as well as its stability and efficiency, were the fruits of government supervision.

3. To these causes should one look mainly for not merely the continuance of the supervision of the provincial administration over the Indian universities till now, but for the absence till recently of any pronounced feeling of disapproval of such external control. The great progress of higher education within the last fifty years has made it in some respects unnecessary, and in others undesirable, that the dependence of the university on the Government should continue. The march of democratic ideals in India is reflected in an increasing restiveness among those interested in placing, either in name or in fact, the direction and control of higher education under a state department. There has been increasing dissatisfaction with the dependent position of an Indian university. It is shown by the tendency to attribute to this dependence such failure as has attended the efforts of the older universities of India to live up to the ideals of true universities. Reflection on the experience of universities in other countries, which have thriven under suitable conditions of healthy autonomy, has intensified the discontent. The successful agitation to transfer the control of the Indian universities to the Ministers of Education, representing the new popular element in Indian administration, is an indication of this feeling. But dependence on the state is still dependence, whether it be on a minister or a bureaucracy. Thus, despite the benefits which education in India has derived from the exercise of wise state supervision and control, the feeling in the country is now almost universal in favour of securing for higher education *complete* independence of external control including that of the state.

4. The power of oversight and control for a local Government over its university has usually been justified on the ground that a strong administration or an experienced bureaucracy is less likely to

display weakness, and yield to agitation for the reduction of teaching and examination standards, than a university in whose administrative bodies a large popular element, susceptible to the fluctuations of external opinion, is an invariable element. When the preceding Committee were in session, it was urged that the control of the State should cease in a University of Travancore. It was then argued that the administration of a Native State would be more susceptible to public clamour of the kind described than an autonomous University placed by its endowed position and freedom from external control, beyond the power of both the state and of the local opinion. It is not easy to decide the question by *a priori* reasoning. Autonomy, as a guarantee of the integrity of academic standards, can hardly be predicated except in countries in which the extension of the suffrage has proceeded side by side with an adequate education of the electorate.

5. The relations between the proposed University and the state involve questions of different orders of difficulty, when considered along with the different alternatives in regard to the area to be comprehended by the University. If the University is restricted to Travancore, the matter is at its simplest. But, if it is to be a Pan-Kerala University, it might be asked which Government should be the one to be entrusted with the power of supervision and direction. Arguments might be urged in favour of assigning the power to the state in which the head offices of the University are located, or to the authority standing above all the component areas, or to a delegation representing the governing authorities of the area. The adoption of the first of these alternatives will lead to difficulties, even in the exercise of ordinary jurisdiction of the University in areas outside the controlling state. Suspicion will be aroused that the extension of the jurisdiction of the University is tantamount to an extension of the authority of the state within which the head-quarters of the University are located. The second of the alternatives would imply that the function of oversight should devolve on the Government of India. But the distance of the controlling authority must, in the case of a Kerala University, lead to the feeling that the dependence would be

on a remote Government, completely out of touch with the local needs and conditions. It would also arouse the feeling that more is given to the Government than it can well discharge. What power or opportunity for co-ordination between the universities may be justifiably possessed by a government is already vested in the Government of India. It might be exercised by them either acting by themselves or through one or other of the states concerned. The third alternative of the exercise of the supervision by a delegacy of the states will still lead to the creation of an external authority above the University, whose composition would hardly be different from the supreme controlling authority of the University itself, if the latter is formed in such a manner as to secure a full popular representation. In the second case, the exercise of the function of supervision and control may not create the irritation which an external jurisdiction is likely to generate. The existence of the University as an independent corporation of learning, equally open to the legitimate and indirect influences of *all* the Governments of the component areas, and equally free from the *direct* and external control of any of them, is more likely to prove acceptable to the University itself and to the sense of self-respect of the people of the concerned states. The recommendation of the last Committee that the University of Travancore should be a self-governing body, in the sense of securing for it full autonomy in its internal affairs and freedom from such tacit dependence as would arise from having to count for its ordinary work on *annual* subventions from the Government, must *a fortiori* be kept as the ideal, to begin with, even in a University which, beginning with the State, might subsequently develop into an All-Kerala University. The conclusion is strengthened by the type of University which is recommended in this Report. For, except in a centralised or a unitary university in which all the institutions belong to the state, the exercise of direct supervision and control by a Government must be very difficult if not altogether infeasible.

6. The determination of the precise limits of governmental interference in the affairs of the University is however not easy. Conditions in the area must affect the issue. Among the features to

be reckoned in arriving at a decision are, first, the wide-spread desire for a university education in Kerala, resulting from the lack of variety in employment; secondly, the weakness of public opinion in regard to discipline and standards, as evidenced by the clamour in the Press when college promotions or admissions are considered "stringent;" thirdly, the desire for popular control over the University; fourthly, the importation of non-educational motives into educational questions; and lastly, the existence of local denominational and communal jealousies and rivalries.

7. Where the conditions described above prevail, the establishment of the completest degree of state control is usually recommended in the best interests of the university itself. The remedy will however not be always successful. For, the adverse conditions might themselves affect the efficiency of university standards even in a state university, if the Government of the state is representative and the legislature shares the weakness of public opinion. In a state university, an essential condition for success is the adequacy of the financial grants voted by the legislature. Is it possible to count on the regularity and liberality of such grants unless the University is worked on lines acceptable to the people and to the legislature? On the other hand, it must be admitted that it is unthinkable that, even for the purpose of keeping it free from baneful influences, a university can *now* be designed on unrepresentative lines. When representative government is the rule in all other directions, to shut out the *elite* of the country, in a corporation of learning, from the benefits of such government must stand self-condemned. The adverse conditions specified can only necessitate the provision of a system of government which would secure academic efficiency consistently with its acceptability to the general public. This is the crux in the problem of representative government. Even an autonomous University located within the State can have the material and moral support of the community only if it frames its constitution and adjusts its aims in such a manner as to make them respond to all the legitimate demands of the community in respect of higher education. The aims should therefore be kept in view to provide for a suitable balance of academic and lay elements in most of the university

councils and to provide both by representation. The acceptance of this ideal will imply that the constitution should be so framed as to secure for the governing bodies of the University the same *widely* representative character as is desired in the state legislature. The necessity for interfering in academic matters must be as repugnant to a normally constituted Government which has enough work to do as it can be to a new university. A Government may well claim, and *should* claim, the right to see that the funds that they contribute to a university are applied wisely to the advancement of sound learning. It would be well to leave the largest measure of freedom in internal affairs to the University itself. Even vesting in the last resort a power to sanction the resolutions passed by a university body in the local Government can weaken the sense of responsibility within the University, whose members will then feel that any decision which they arrive at is liable to be altered or vetoed by an external authority. Further, in cases of conflict between a university body and the Government on any particular matter, the latter will generally be in a morally weak position. There will always be a presumption that the Government have too little direct contact with the questions already decided on by the University, and that their interference is therefore based on insufficient knowledge and insight. On these grounds it becomes necessary that the opportunity for conflicts between the two should be reduced as far as possible. One of the ways in which this can be effected is to form the Senate of the University on lines analogous to that of the state legislature, so far as the difference in in the objectives of the two bodies would allow.

8. It is thus possible to reconsider the claims of the state to supervise *all* activities aiming at the improvement of its subjects, including those of higher education, and that of a university as a corporation of learning wishing to ensure the utmost freedom to its teachers to do their work in the manner in which they consider it should be done in the best interest of both themselves and of their students. The Government must recognise that the two elements of autonomy essential to a teaching university to enable it to function properly are the assignment of a reasonable freedom to the

teachers of the university to frame and carry out the courses of study and examinations without external interference or direction, and the organisation of the university in such a manner as to save it from the deterioration of its examination and teaching standards and from the tendency to get out of touch with the community. The second danger will be prevented by a proper form of representative government in the university bodies as well as by the grant of a right of general supervision and inquiry or visitation to the supreme authority in the Government. The Sadler Commission were inclined to favour the latter as the more effective way of ensuring the result. The ideal position for the new University will probably be that of a corporate body of an autonomous character, subject only to such visitorial inquests as it might have to be subordinate to owing to its position as a corporation, as well as by explicit provisions made in its constitution for powers of inquiry and direction of a visitor. It should be free from any direct responsibility to a Government, and its ordinances and laws should not require the approval of the Government.

9. The new University should be instituted by a legislative measure. Even if it extends its jurisdiction immediately or ultimately into the adjacent areas, all that would be necessary would be to have its legislative sanction in the originating state repeated in similar legislative sanctions in the other concerned areas also. The practice is not uncommon, where concurrent jurisdiction is claimed by rival sovereignties, as in the case of the Board created for the Cochin harbour. The Act of Incorporation should be framed in general terms. It should not do more than indicate the powers and the constitution of the University and enumerate its principal organs and their main duties. The terms of the Act should be left to be elaborated by Statutes and Regulations made by the University itself. For convenience, the first Statutes may be made at the time of incorporation and appended as a schedule to the Act. There should be as much freedom for the different university bodies from the domination of the University as well as freedom for the University itself from state control. The relations between the state and the University should therefore be defined in the Act,

and the duties and functions of the different bodies should be so defined that, within limits, they should all be competent to make laws to regulate their own work and procedure. The regulations made by a university body may be made to require the concurrence of other university bodies whose work is likely to be affected thereby. The obligation to secure such agreement should be laid down in the Statutes. The Executive of the University should have the power to make Ordinances in the same manner on matters coming within its purview and not inconsistent with the Act, Statutes and Regulations. The Ordinances so passed must be submitted for ratification to the supreme legislative organ of the University, at stated times.

10. At the time when the previous Committee reported, there was not the same agreement on the essentials of university organisation as now happily exists all over India. This is mainly owing to the great influence of the Sadler Commission Report whose publication revolutionised Indian opinion in regard to university constitutions. The system of government devised for the Universities of India in 1857 placed the administration of a University in the hands of two bodies, *viz.*, a Senate of a somewhat miscellaneous composition, in which the teaching and the lay elements were both present but not in any definite proportions, and a Syndicate or an executive committee of the Senate on which devolved all the routine work. There was no limit to the strength of the Senate. No provision was made to ensure a minimum number of teachers in the Senate and in the Syndicate. Membership of the Senate was for life. The ordinary method of recruitment to it was by nomination by the Chancellor. The powers of the Chancellor were personal. He was not bound in the exercise of the power to consult the Executive Council of the presidency. Often a new comer, without sufficient knowledge of the province and particularly of its remoter districts, the Chancellor had to exercise his discretion with such advice as he cared to receive. This would ordinarily come from the Director of Public Instruction. The recommendation of this officer would be coloured by the outlook or the requirements of the local department of education. Meantime,

appointment to the Senate had come to be viewed in the light of a social distinction which it was in the power of the head of the presidency to confer upon educationists, successful lawyers, business men, landed magnates, officials and ecclesiastics. Graduates of ten years' standing and Masters and Doctors were entitled to elect a very few members each year. Some of these features were changed by the University Act of 1904. It reserved 40 per cent of the seats in the Senate to teachers, and allotted *ten* "Fellowships" to each of two classes of electors, *viz.*, the "registered graduates of the University" and the Faculties. The tenure of a Fellowship (*i. e.* membership of the Senate) was reduced to five years. The actual predominance of the educational element in both the Senate and in the Syndicate was secured in many ways. The Senates in the three oldest Universities were limited to one hundred members. These changes were acclaimed by educationalists, and were usually commended as beneficial reforms. But they were also criticised in many quarters as narrowing the field for choice of university workers, as tending to increase the official and technical (*i. e.* teaching) elements in the Senate and as diminishing the independence of Fellows by the limitation of their term and by the provision leaving 80 per cent of seats to *ex-officio* members or to nominees of the Chancellor. The failure of the constitution of 1857 to provide different bodies for the discharge of administrative and academic functions largely remained unrecognized. In the subsequent attempts to modify the Act of 1904, emphasis continued to be laid only on the correction of the above defects, and particularly on restricting the scope for indirect election and for the personal nomination of the Chancellor, and on throwing open a larger number of seats to election. There was a strong feeling that in a body like the Senate secondary elections and Government nomination were alike undesirable, and that the Senate should be more representative of the varied interests of the community. Gradually, it came also to be felt that the opportunity had been lost in 1904 to correct a glaring defect of the older organisation, *viz.*, the failure to recognise the need to have separate and concurrent bodies for looking after the legislative, the academic and the executive duties of the University. Neither those who framed the original University Acts of 1857,

1861, 1882 and 1889, nor those responsible for the Act of 1904 had seen the need for this separation of powers. A university is both a corporation of learning and a body which exists for the service of the community. It is largely maintained by the direct or indirect contributions of the country. As such, it needs for the effective discharge of its aims organs of two distinct kinds. Its general and legislative body has to be so constituted as to be representative of the community and responsive to its ideals, feelings and requirements. Secondly, being a corporation of learning, a university naturally requires that, in its ordinary work, it should be under the guidance of scholars and that its real heart should lie in the academic direction of purely academic matters. Lastly, owing to its varied and heavy duties, it requires an Executive which guarantees by its very composition efficient and impartial administration, independence as well as a vivid perception of the needs of both the country and of scholarship. All this was not perceived. It was not realised that the mixture of academic, administrative and legislative work and their assignment to both the Senate and the Syndicate tended to prejudice academic interests. The concurrent provision of a large and a smaller body vested with the same duties tended, in spite of the nominal dependence of the latter on the former, to increase the opportunities for friction and for overlapping of action.

11. It is in order to avoid such consequences that, in most universities, experience has dictated *large* legislatures whose powers are practically advisory, critical and stimulating but not controlling, which aim at representing the wider public more than the limited world of scholars and teachers, and whose first aim is to harmonise the work of the university and national requirements and ideals. Such bodies are freed of the responsibility for the conduct of both the academic work of the university which is left to scholars and teachers as well as the ordinary routine. The duty of co-ordinating the legislative and the academic sides of the university, as well as its executive, is left to small executive councils (the Syndicates) which, from their manageable numbers and composition, are better fitted to undertake the functions of direction and supervision than either of the other bodies. These ideals have gradually come to be

acted upon. New Universities (such as the Hindu University of Benares) came to be organised with Courts or Senates, Academic Councils, and Executive Councils (Syndicates). The type received the approval of the Sadler Commission (1917-19) and has since been recognised as the standard for future university constitutions in India. It is noteworthy that the last Travancore University Committee anticipated the reform. They recommended a differentiation of powers and their distribution between three bodies. The first was to be a large legislature which was to act as the "Body Corporate of the University and which was to be limited in its functions to popularising university education in the State by spreading correct ideas about it, removing misconceptions, securing endowments, and generally in creating an intelligent interest in the University, as well as by bringing to the notice of the University the special needs of the people." The powers of this body were to sanction proposals submitted to it by the executive and to indicate new lines of work. An academic body, consisting of the members of the several teaching activities of the University and others who may be co-opted by it was to deal with all purely academic work. A small executive committee, of not more than twelve members, in which both the legislative and academic bodies were to be represented, was to look after the routine administration and secure the due co-ordination of the legislative and academic bodies.

12. The principles which guided the previous Committee, when they made these recommendations, are now generally accepted. They are embodied in the constitutions framed for the new Indian universities started after the publication of the Report of the Sadler Commission. In such constitutions, the executive functions are discharged by a small body varying from nine to twenty members which in some cases retain the old designation of 'Syndicate.' The legislative work is left to a large and representative body called either a Court or a Senate. Mere academic work is placed under a new body, usually styled the Academic Council, comprising the teachers of the university and its colleges.

13. These are the three main agencies in modern university administration. To meet the special requirements imposed upon them by either their history or their environment, other bodies

have been created in some Universities, *e.g.*, the Council of Affiliated Colleges, at Madras and in Allahabad. The Travancore University Committee, by confining their attention to a University of a unitary character, had no need to consider a body of this kind. The form of organisation which we suggest to the new University may appear to justify the creation of such a Council for it, even if it is confined to Travancore. A Council of Affiliated Colleges or a Mofussil Colleges Board is usually advocated for one or other of the following purposes, *viz.*, to correct any tendency in the university to ignore the needs of mofussil colleges and to enable the mofussil institutions to organise themselves. The need for the Council would be obviously greater in a wide area with many old and powerful mofussil colleges. It will also depend on the degree of representation already given to mofussil colleges. Should the mofussil colleges already possess in the Academic Council, the Senate and the Syndicate, such representation as they may be satisfied with as due to their number, position and strength, the necessity for an independent organisation of the kind merely to secure their interests being overlooked ceases. A Board or Council of the kind becomes less necessary when there is no implied or express discrimination between the status and rights of colleges in the university centre and those outside it. In our scheme, this badge of inferiority is to be removed by the acceptance of the system of proportional equality among the federated institutions, in this representation to university bodies. Kerala is so small and so compact an area that much closer association in the daily work of the University will be possible between the institutions at the capital and those in the mofussil than in a widely-dispersed provincial university. In the circumstances, there would appear to be little justification to add to the number of university agencies by creating a Council of Affiliated Colleges in the new University.

14. On the identical ground of the undesirability of a needless multiplication of councils and assemblies, it seems to be unnecessary that there should be a Convocation and a Students' Representative Council, as proposed in paragraphs 36 and 37 of the Report of the last Committee. The functions proposed for the former are only those of discussion and opinion. If the new Senate is formed so as

to give due representation to all interests, including those of the graduates of the University, the duties and powers of such a Convocation would be discharged by the Senate. The proposal of the previous Committee was to make the Convocation consist exclusively of the "graduates of the University" and of *all* of them. It would make it impossible to get any business done, as the Convocation would then be an unwieldy body. The Senate will provide for the representation of not only the teaching and graduate interests in the University, but of several other public interests which were then proposed to be left out of the Convocation. If a Senate and a Convocation existed side by side, a conflict between them might ensue.

15. It appears to be hardly more necessary to form a separate organisation, *by statute*, for the students, merely to enable them to make "formal representations to the Vice-Chancellor," as proposed by the preceding Committee. Students have undoubtedly special needs which must receive due attention from the University. Some practice in corporate activity may well be acquired by university students as a part of their preparation for life. The existence of students' association must help in this direction. It is conceivable that a properly constituted students' organisation might, in course of time, acquire sufficient financial strength and stability to be able to assist poor students by grants-in-aid and loans, as in the University of Copenhagen. The development of such an institution may well await the progress of the University. In its early years, all that need be done is to provide in the law of the University for the appointment of a Standing Committee of Students' Welfare through the Academic Council.

16. The strength and composition of the various bodies of the University have next to be determined. In the last Committee there was a pronounced divergence of view on one point, *viz.*, whether the legislative body, *i. e.*, the Senate should consist of a few members or many members. The bulk of the Committee then expressed the opinion, which is now general in university circles, that the chief legislative body of the University and the final sanctioning authority as well as the body which would have the

residual powers of the University not expressly vested in other organs or officers should be sufficiently numerous and varied to allow of the fullest representation of the diverse sections of the community. It is an old fallacy that the members of a legislature should be experts in law and legislative technique. Experts in legal technique are more qualified to be the builders than the architects of legislation. The function of a large legislature is not to frame the wording of the laws but to shape the policies of legislation, determine the character of legislative measures to be brought forward and, " by an adequate critical deliberation on their details, to shape and mould them into the form best adapted to satisfy the complex needs and to secure from injury the complex interests of the different classes of citizens affected by them."*

17. This is why a modern legislature has to be large and representative. Unless it is large it will be difficult to secure the due representation of minor groups or interests. The larger it is, the more difficult does it become for cliques to arise in it for improper purposes. In a university it is very important that the Senate, in which there will be a large popular element, should be free from combinations, attempting to impair the efficiency of standards of instruction and examination. On the other hand, should the Senate be excessively large, an adventitious advantage will be given in debate to oratory over argument. It follows that the strength of a Senate should be neither very small nor very large. The Sadler Commission proposed for the *Court* (*i. e.* the Senate) of the great University of Calcutta, an *ex-officio* strength of 150-200, and contemplated a Court with a total strength of about five hundred members. The Senates constituted after the publication of the Sadler Report have not however been so large. The new Madras Senate has about two hundred members. An analysis of its composition shows that it has about 18 per cent as the *ex-officio* element, 15 per cent as the representatives of the registered graduates, 5 per cent each, as the nominees of the Academic Council and of the Council of Affiliated Colleges, 4 per cent as the representation of second grade colleges and secondary schools, and

* Henry Sidgwick—" Elements of Politics," p. 405

15 per cent as the *direct* nominees of the local Government. Above a fourth of the body consists of the *non-official* representatives of the district boards and municipalities. The representation of commercial and landed interests in the Madras Senate is negligible. Its position as a province without linguistic unity has necessitated a special representation of languages at Madras for which the justification will hardly exist in a University in Kerala.

18. It may be difficult to justify a Senate of two hundred members for a comparatively small University like even an All-Kerala University. One of the difficulties of having a large Senate is financial. It is not right that the supreme body of the University should be either silent or inert. It is likely to be both, unless it can meet as often as may be necessary, and every meeting is likely to be very well attended. This will mean that funds should exist for the payment of travelling charges to all the members. Failure to do so would imply that only the well-to-do members of those whose employers are willing to pay the travelling charges and members at the university head-quarters can alone attend the meetings of the Senate. The others will be practically excluded from taking part in its work. This must frustrate the object of securing a wide representation. On the other hand, it is impracticable to aim at the payment of travelling expenses to members of a huge body for a number of meetings. Consideration of cost should not perhaps be allowed to interfere with efficient representation. The only alternative is to keep the Senate to a size which would spell neither financial disaster to the University, even if it meets three or four times every year, nor make the Senate undemocratic. Some indications of the possible strength of the chief legislative body for the new University might perhaps be gathered from that of the existing representative institutions in Kerala. The Sri Mulam Popular Assembly, the largest of such bodies, has now a strength of about one hundred members, but the proposed legislature for the smaller state of Cochin is to consist of sixty members. In a scheme submitted to the last Committee, a Senate with a strength of over ninety members was suggested

for a University of Travancore. This number does not seem unreasonable to start with. It should not be difficult to increase the strength of the Senate by adding to the representation when need arises.

19. In virtue of the attraction to the state services of some of the best talent in the country, a university Senate in India must always contain a considerable official element. There are obvious difficulties in asking an official to come in by way of election. At the same time, it has to be borne in mind that nominations are coming to be viewed with increasing disfavour, if not distrust, and are not generally as acceptable, even to those who are selected, as an election would be. The power to make a large number of nominations is usually criticised on the ground of the unnecessary increase to the powers and duties of the Government, the fear of bureaucratic domination, and the effect of nomination in undermining the sense of individual responsibility. These were among the grounds on which the constitution proposed in 1904 were opposed by men like the late Sir Gooroodas Banerjee.

20. Membership in the old Indian Senates was for life. The University Commission of 1902 recommended a reduction of the term for a member of the Senate to five years. The Madras University Act has reduced it further to one of three years. It is urged that, in order to keep the Senate truly representative, its life should not be prolonged. But at the same time, it is admitted that, if the duration of a legislature is made very short, no continuity of policy can be ensured, even under a system of 'two-party' government. These principles, which apply to political assemblies, require to be somewhat modified in the case of an educational legislature in which organised parties do not exist. It is open to argument whether reduction of the life of the Madras Senate from a quinquennium to a triennium is not a retrograde step. In 1902, when the conversion of the life-fellowship to a five years' membership was made, the change was criticised on the ground that it would be followed by a diminution of the sense of responsibility in the Fellows. In our opinion the tenure of a member of the Senate might be fixed at five years,

21. Some points of difficulty still remain. What should be the proportion of election and nomination in filling the Senate? If nomination has to be exercised, should it be by the Chancellor or by the Government? If it is to be an election, should it *all* be by direct election? Should there be any large number of *ex-officio* seats? Should the possession of any academic qualifications be insisted on in those who are to be elected or nominated to the Senate? Very different views can be, and are, held in regard to each of these matters. A considerable number of nominated places exist in the present Madras Senate. A more extensive power of nomination is vested in the Chancellor in the University of Mysore. Judging by the results, election has not worked less efficiently than nomination in any Indian Senate. The rolls of the elected representatives to our Senates contain the names of many distinguished persons whose first accession to the rank of public workers came through such election. The average elected representative has by no means been inferior in position, talent, character or in public spirit to the average nominee. There is further the difficulty of justifying liberal nominations in a body presumably representative. On the other hand, the vesting of a large power to nominate to a new University, in its first years, may be necessitated by two circumstances, *viz.*, the want of sufficient experience in the interests and communities or areas to be represented, and the greater elasticity of the nomination system. Should the first statutes give representation to interests, which are not so important as those for which representation is not given, the rectification of the error becomes difficult, when it implies a change of the statutes, and the deprivation of the rights granted to the less important interests. Further, if the University is to comprise areas under more than one political jurisdiction, the only feasible way in which the changing needs of each of them in representation can be suitably met will be by their being brought within the large powers of nomination given to the Chancellor, an obligation being laid at the same time to exercise the right in accordance with certain definite principles. Practical exigencies will therefore necessitate the vesting of larger powers of nomination in the

Chancellor of our new University than those suggested by the previous Committee, if suitable provision is to be made for the representation of institutions or bodies which come within the University gradually as it extends its jurisdiction. In considering this recommendation it must be understood that it is of a tentative character only, and that it is conceded that a large power of nomination should not be retained after some years and, in any case, after the culmination of the Pan-Kerala ideal. If more Governments than one are concerned in the University, it would doubtless make nominations more acceptable, if they are made by the Chancellor, personally, than on the advice of the head of an Administration. It will also seem less inconsistent with the *amour propre* of allied states, if any recommendations they make for nomination from their areas are preferred to the Chancellor direct than through the administrative head of the state which owes allegiance to the Chancellor as a Ruler.

22. The composition of an Academic Council is now pretty well established. It is recognised that it will consist almost exclusively of those engaged in teaching. It is unlikely that any difficulties will arise if this body is constituted roughly on the lines of the Madras Academic Council. In one particular it may be necessary to make a small modification and that is to entrust *all* academic work to this body. It has already been pointed out that the members of the Syndicate should have seats in this Council as well.

23. A good executive in the University should necessarily be small in size. Twelve, in our opinion, should be the maximum number of members in it. It is desirable that it should also be representative in character and that its members should have seats in both the Academic Council and the Senate. There is a wide-spread belief among teachers that, inasmuch as the main business of the University is educational, its Syndicate should consist almost entirely of persons engaged in teaching. The principle underlying this opinion will hardly bear examination. It has not been acted on in forming the executive in any of the great and successful

universities of the West. The qualities required in a member of the chief executive body of a university are different from those which go to the making of a successful teacher. They may and are frequently found in a teacher, but being a teacher does not necessarily connote the possession of all the qualities of a sound administrator. This is why the Haldane Commission recommended that the executive body should not consist in any large part of teachers :

"The teachers who have seats upon it should not be so elected as to represent particular studies or particular institutions but merely to ensure a mutual understanding between the men of affairs and the men of learning. It is of the utmost importance that the senate (the executive body) should be so constituted as to be able to work out a carefully considered policy for the maintenance and development of university teaching in the metropolis. Experience has shown that a body made up of representatives of a number of different interests is incapable of formulating a united plan of action, and all the members of the new senate (executive body) should therefore as far as possible be appointed for their personal qualifications as men of business, knowledge and administrative capacity.

It has to be remembered that the new University will need continuity of policy in its administration, and this can be secured only by "the expert judgment which long continued and constant work in the administrative field alone can give."*

This is also the result of American university experience. Thus, President C. W. Eliot of Harvard urges that when an executive body is large and the residences of its members are scattered over a wide area, the meeting of the Board are sure to be infrequent, and its business will have to be delegated to a small executive Committee. The Board then becomes a sort of consenting or confirming Board, its real work from week to week being done by a small Committee, which can easily come together for consultation and action. A small number of men, "can sit round a table, talk with each other informally without waste of words or

---

* The Final Report of the Commissioners on University Education in London, p. 49.

any display or pretence, provide an adequate diversity of points of view and modes of dealing with the subject in hand and yet be prompt and efficient in the despatch of business."*

24. Recent experience in India might justify two modifications in the composition of the electorates in the University and of the Senate. In all the older Indian Universities, the 'registered' graduates, *i. e.*, those graduates of the University who on the payment of a small fee have obtained the privilege of having their names retained on a special register, have been given the privilege of electing some members to the Senate. In a new University, it will be some years before its own graduates are sufficient in number to exercise the privilege of registration. The success of a new University is largely bound up therefore with the existence of a numerous graduate element within its jurisdiction at the start. What public opinion exists within the area will largely be represented or guided by such persons. A discrimination between the graduates of a University, and those of other Universities in the matter of the right to elect or to be elected to the bodies of the University will be possible, but not always wise even in a long-established University; it will be fatal in a young one. It is mainly for this reason that some of the younger Universities of India have granted *ad euendum* degrees to graduates of other Universities resident within their limits. When they receive such degrees from the University, they acquire the privileges of its own graduates. A rough census of graduates now residing in Travancore alone showed that they now number about 2,000. It is not unlikely that in the other two areas of Kerala they will be about equal to this number.

25. One of the draw-backs in the new University is that its Senate may suffer from lack of experienced members and the absence of persons who have worked in older Senates. Where a Senate or Court is not strengthened by the addition of a sufficient number of persons with experience of the working of older foundations, there is real danger of unprofitable discussions, hasty conclusions and

* *Vide* University Administration, pp. 3, 44, 48.

inconsistent action. In the Universities of North India, the difficulty is being got over by adopting the practice of admitting to a Senate a number of members of the Senates of the neighbouring areas. The policy is mentioned here merely to indicate a direction in which, in its earlier years, our new University might find it helpful to proceed. If it does so, it will not merely obtain indirect guidance and co-operation from the parent University, but it will be better able to maintain its academic standards and secure outside recognition for them.

26. It remains to consider the chief officers which the new University should have. The previous Committee proposed as the heads of the University of Travancore, a Chancellor with the powers of a Visitor, and a Vice-Chancellor to be nominated by the Chancellor. They felt that the Sovereign of Travancore should hold the high office of Chancellor and, as Visitor, direct, when necessary, inspections of the buildings, laboratories, libraries and other equipment of the University as well as order inquiries into its examinations, teaching, etc. In some Universities, the offices of Chancellor and Visitor are separated. A Visitor is required when a University has jurisdiction beyond the political limits of the area over which the Chancellor has no authority. The reason for proposing that the Sovereign in Travancore should not only be the Chancellor of the new University, and as such part of its body corporate, but that the office of Visitor should also be held by the Chancellor, is this. Consistently with the existence of the University as a self-governing corporation, independent of the administrative control of the Government of Travancore, such a position for the Ruler of Travancore is needed as will avoid the affairs of the University being departmentalised as part of the administrative machinery of the State. It would be the only feasible way of settling disputes of a quasi-interstatal character within the University. When the old University of Calcutta had jurisdiction over distant provinces like Burma, the virtual Chancellor of the University was designated Rector, and the Viceroy was given the powers of a Visitor but styled Chancellor. Since the Sadler Commission reported, the anomaly has been corrected. The Governor of Bengal is now the

competing interests of the different branches of education, and all the higher work of the University must be entrusted to the Vice-Chancellor, who must be a man of administrative capacity and tact and have a wide outlook upon education. Any person from whom duties of such an onerous character are required must be paid a big salary, and must not be inferior in status to the Director of Public Instruction."

30. It is frequently said that, in the best interests of a teaching University, particularly if a sufficient representation of administrative experience is otherwise available in the Syndicate, the position of Vice-Chancellor should be filled only by an eminent teacher. It is on this principle that, departing from the history of the older Indian Universities which know only few instances of distinguished teachers being appointed to Vice-Chancellorships, the new Universities are administered by Vice-Chancellors who have been recruited from the ranks of teachers. The alteration in the outlook cannot be due, as already pointed out, to a feeling that, under non-educational guidance, the Vice-Chancellorships in any of our Universities have failed. It is undeniable that no country in the world can present so many instances of distinguished lay-guidance of university education as the Universities of India are able to show during the last sixty years. The Vice-Chancellorship of an Indian University has been usually regarded as the prize for an administrator of eminence in the province, who combines in a high degree of professional success and eminence with devotion to learning. It would be ungrateful to overlook the services of such Vice-Chancellors to education not merely in nourishing the highest academic traditions but in creating fresh universities for which their direct effort and their indirect influence have so largely contributed. On the other hand, though salaried Vice-Chancellorships are yet recent in India, the criticisms of the appointments are by no means few. Complaints are made that a perceptible difference is noticeable in the qualities of guidance displayed by the first rate men of other professions and the teachers who have now replaced them in Vice-Chancellorships. Such criticisms appear to overlook some differences of their relative position and duties. A Vice-Chancellor in a new University is immersed in a mass of routine work due to the circumstance that the foundation

is new. This no Vice-Chancellor of an old University had to face. The functions of a modern Vice-Chancellor are again often of a more prosaic character than those of the earlier type.

31. A point of more practical importance in regard to the University is whether, considering the volume of work to be done in the type recommended, a well paid Registrar and whole-time Vice-Chancellor are *both* necessary. No University in India pays its Vice-Chancellor now a salary of less than Rs. 2,500. In Kerala this amount represents the earnings of some of the prize appointments. The Vice-Chancellor of a University might conceivably deserve emoluments not inferior to those of these high places. But the question for consideration is whether such large salaries could well be paid by a rising University, with many more urgent calls on its resources, especially in its earlier years, which has an equal difficulty in either finding within the jurisdiction the talent and experience to justify the payment of such large salaries or of importing as Vice-Chancellor an outsider who, however distinguished, would still labour under ignorance of local conditions and requirements.

32. The question resolves itself ultimately into one of balancing practical advantages. We have reluctantly found that, in the earlier years at least, such guidance as the new University needs and derives from its Vice-Chancellor will be equally available to it, even if no emoluments are attached to the place. With an honorary office, there will at least be *some* assurance that the occasion of the appointment will not be made to furnish the opportunity for unhealthy inter-statal rivalry, and the University will not also be handicapped in its infancy by unfair agitation directed against the person and the position of its first officer. In a University, in which the bulk of the work will be done by the colleges, any surplus resources might be more profitably devoted to increasing the attractiveness of university chairs and the efficiency of the administrative or controlling agencies which are responsible for the maintenance of progressive standards than in endowing a gilt-edged appointment.

CHAPTER XII

FINANCIAL ASPECTS OF THE PROPOSALS

The suggestions which have been offered in the previous chapters involve a certain amount of reconstruction of the system of secondary and higher education within the State. We have had to point out that it would be necessary, as soon as the University is opened, to start an inquiry into the length of the existing school course, with a view to prevent any unnecessary repetition of work in successive years, and another into the need to revise the curricula of studies for our secondary schools. Although our reference only requires us to consider the needs of the *University* and the relations of the University to secondary education, we have found it necessary to emphasize the importance of improvements in secondary education. The educational system is usually compared to a pyramid of which university work is the apex and primary education the base. The comparison is designed to show the necessity of sound foundations of elementary and secondary education to a University, as well as the comparatively small number which by a process of natural selection is able to obtain university education. Whenever it is found that in an area the number of persons who are given university education, when compared side by side with those who receive secondary and primary education, appears excessive, an alarm is sounded and the educational system is condemned as top-heavy. The groundless nature of the apprehension has been made clear by the Calcutta University Commission in their Report.* The remedy in such a case is, as they have pointed out, to extend primary and secondary education rather than restrict the numbers to whom the benefits of the highest education available in the country are given. A really satisfactory reform of university education can be undertaken only along with or after the reforms designed to make the secondary and elementary school system really efficient.

2. The starting of a University is hardly necessary to justify reforms of the school system. The schools must *always* be efficient whether there is a University in prospect or not. Expenditure incurred in bringing our elementary and secondary schools up to the

---

* *Vide* Vol. V. p. 253.

mark, and the cost of investigations undertaken in regard to the duration of the school courses and the curricula of the schools, should be regarded as debts long overdue to elementary and secondary education, and not as debitable to the account of the University to be founded.

3. An observation of the same character may be offered in regard to the correction of such defects in the existing system of collegiate education in the area as may be called for. The duty of the existing collegiate institutions to work up in every direction to a proper level is not now any less than it will be when a local University is established. But with a controlling University, six hundred miles away, our colleges might overlook the urgency of calls for improvement and escape disaffiliation or reproof. A local University will be expected to show more vigilance. It cannot afford to allow existing defects to remain uncorrected without impairing its own efficiency and prestige.

4. In regard to the provision of hostel accommodation for students, there is, as already pointed out, a great deficiency in Travancore, and particularly at Trivandrum. Under the laws of the Madras University our colleges are even now under an obligation to correct the defect.* One of the biggest items of expenditure to be incurred by the State, if and when a University is established, will be to build hostels for the large number of students who remain in the unsatisfactory conditions described in an earlier part of this Report. In view of the great number of students for whom this provision has to be found, it would not be possible to effect the correction *at once*. The Sadler Commission considered the still greater deficiency in residential accommodation at Calcutta, but recognised that the only practicable steps were to visualise the *total* provision to be made, to spread the cost of the erection of new hostels over a convenient period of years and, till the hostels were built, to hire as large a number of private buildings as might be necessary to utilise them for hostels. The Calcutta University Commission also found that a convenient number for a hostel would be between forty and fifty students. It would be less difficult to rent houses which can accommodate this

*** Chapter VII, Section 34 of Act VIII of 1923. (Madras)**

smaller number in a town like Trivandrum than to hire buildings in which two hundred or three hundred students could live together.

5. In an earlier part of this Report, the sites available for the erection of students' hostels at Trivandrum have already been referred to. We have stated that it would be possible to erect on these sites a number of hostels at much less cost than is now being incurred in building the Government hostel at Trivandrum. It is understood that the cost of this building would work to about Rs. 2,000 a student. One of our witnesses, who is competent to speak with authority on the subject, considered that a reasonably good hostel can be built at a cost not exceeding Rs. 300 a student. We are of opinion that a good hostel can be erected at Trivandrum at a *per capita* cost of Rs. 400. Standard plans and type designs will have first to be made, and the Government as the owners of the colleges at Trivandrum must recognise their responsibility for providing a certain number of hostels every year till the entire body of students who are now unprovided for are suitably housed and supervised.

6. Should Her Highness' Government accept our recommendation to move the old battalion and the cavalry corps over to Pangode and utilise the buildings vacated by their transfer for hostels, after suitable adjustments of a comparatively inexpensive character, the solution of the problem will be much easier. The need to locate hostels as far as possible close to colleges is obvious. The commitments of the State in the costly educational buildings already erected at Trivandrum make it impracticable to move the existing colleges to a locality where large sites may be available either free or at a low price for the construction of hostels. The alternative plan of acquiring other sites within the town for the erection of a large number of hostels is precluded by the cost of the acquisition. It may, of course, be not possible to make the transfer of the brigade till accommodation for it is ready at Pangode. Its construction may take some time. During the period, the temporary arrangement recommended by the Sadler Commission, namely, maintaining hostels in rented buildings, will have to be adopted. It is very important, however, that, from its start, the University should be in a position to forecast the lines of future structural

expansion. Plans should be made from the outset for the order of priority in which additions are to be made to existing buildings, new buildings to be erected, or grounds acquired. We would accordingly urge that, even before the transfer can be carried out, the idea, if approved, should be included in the original programme of the University, and be carried out step by step, as feasible.

7. The University which we recommend is one with constituent colleges. Its needs in the way of space are thus mainly those of its colleges. Were the University definitely closed to pupils and institutions outside Travancore, it will be less difficult than it now is to consider the assumption on which the previous Committee worked, *viz.*, that the University should take over all the Government colleges in the State. Again, on what terms should the University take over the colleges? It appears to us that, if the States are willing to effect the transfer to the University, they should in equity be also prepared to give *fixed* money grants not only equal to the cost of the *present* upkeep of the institutions to be made over, but of all their legitimate *prospective* needs. Except in a unilateral arrangement dictated by a Government to a University, unable to resist the state's pressure and too weak to bargain for fair terms, it is improbable that an arrangement will be agreed to by which a University will undertake, in return for a grant equal to the *present* cost, the upkeep of institutions which require to be improved considerably, and in which the members of the staff are on progressive scales of pay. Section 45 of the Madras University Act contains a provision of this character and has naturally come in for criticism.

8. The excellence of the new University will largely depend on that of its constituent institutions. It should be a matter for legitimate emulation for those who own them to maintain them in efficiency. If they were to be managed by the University, difficult questions of the contributions to be made by the States to the upkeep and improvements would arise. This is why it is considered advisable to leave the constituent colleges under their present managements. It might, however, be well that power to take them over be given to the University in the Act of Incorporation, if and when a transfer on conditions acceptable both to the colleges and to the University can be agreed upon.

9. The Travancore Government might find it advantageous to anticipate the rise in site-values by taking immediate steps to acquire in the neighbourhood of their existing colleges at Trivandrum, sites which may be found necessary hereafter. If this is to be done at all, it should be done at once. The University and the colleges will have, after such additional sites are acquired, a practically continuous tract, in the centre of the town, either directly or indirectly under the University. This will be a great advantage from an educational and administrative point of view.

10. The only localities in Kerala which at present have first grade colleges are Trivandrum and Alwaye. Of the two, the former alone has institutions of a diversified character, with different faculties and with colleges working up to the Honours standard. We have already stated our view that Trivandrum should be the centre for the State. We have shown that it is desirable that the existing branches of study in the Colleges of Science and Arts at Trivandrum should be developed to the present highest standards of the University of Madras, and that the college for women should be raised to the first grade. The policy of the Government, when Honours classes in History and English were opened in 1913 in H. H. the Maharaja's College at Trivandrum, was to provide in due course the same facilities for higher instruction in the other branches as are available in the Madras colleges. Steps have been taken recently to raise an additional branch of the College of Science to the Honours grade. We have obtained both information and advice on the possibility and the cost of not merely raising the departments of Physics, Chemistry, Mathematics, and Indian Languages to the Honours grade, but of reviving and developing to the same standard the Philosophy branch which was long one of the most popular in H. H. the Maharaja's College but was abolished in 1908. We find that, when the Colleges of Arts and Science at Trivandrum work to the present Honours or M. A. standards, in Mathematics, Chemistry, Botany, Psychology and Philosophy, and Sanskrit and Dravidian Languages, the total annual *additional* expenditure that would become necessary, immediately and ultimately, on account of such developments would not exceed Rs. 46,000 and Rs. 86,000 respectively, while the non-recurring

capital expenditure would be just under a lakh of rupees. These estimates are based on data supplied to us by either responsible heads of the departments in the two colleges at Trivandrum or by other experts. The figures adopted are not the lowest that were suggested to us. A part of this expenditure, both capital and recurring, appears to have already been incurred in connection with the bifurcation of the Maharaja's College. Economies should be possible by the reciprocal services which can be rendered by common subjects, by inter-collegiate and inter-departmental arrangements. No deduction has been made in our estimates on account of such possible economies. Our estimates are thus believed to be liberal and to ensure a fair margin of safety. As against these figures, which only represent the *gross* expense, has to be set a possible additional fee income of Rs. 7,000 in the initial year, and Rs. 18,000 three years later. Thus the net additional recurring obligations of the Government may range in the course of seven years from Rs. 39,000 to Rs. 68,000.

11. The data on which our calculations are based are given below.

I. Expenditure.

(i) COST OF IMPROVEMENT OF THE COLLEGES OF ARTS AND SCIENCE AT TRIVANDRUM.

(A) *Recurring Expenditure.*

(1) Staff—

Subject.		Professors.	Assistant Professors.	Tutors or Demonstrators.
Mathematics ...		1	1	1
Physics ...		1	...	...
Chemistry ...		1	...	2
Botany ...		...	1	...
Philosophy ...		2	2	2
Sanskrit and Dravidian Languages.		1	1	1
Total ...		6	5	6
Initial cost ... Rs.	40,800	21,600	12,000	7,200
Maximum cost ... Rs.	81,000	50,400	18,000	12,600

(2) Cost of equipment (appliances, apparatus, etc.) Rs. 5,000.

(B) *Non-recurring Expenditure.*

Capital Expenditure on additional buildings and equipment :

Indian Languages and Philosophy	... Rs.	12,000
Mathematics	... Rs.	10,000
Physics	... Rs.	25,000
Chemistry	... Rs.	50,000
Total	... Rs.	97,000

(ii) COST OF RAISING THE COLLEGE FOR WOMEN TO THE FIRST GRADE.

(A) *Recurring Expenditure.*

(1) Additional staff:

Subject.	Professors.	Asst. Professors.	Tutors.
History and Languages ...	2	3	5

Initial cost ...	... Rs.	20,400
Maximum cost ...	... Rs.	38,100

(2) Additional recurring cost of equipment and of expenses of administration ... ... Rs. 5,000

(B) *Non-recurring Expenditure.*

Additional Buildings ...	... Rs.	20,000
,, Equipment ...	... Rs.	22,000
Total ...	... Rs.	42,000

(iii) AGGREGATE ADDITIONAL GROSS EXPENDITURE TO BE INCURRED BY THE STATE ON ACCOUNT OF THE IMPROVEMENT OF THE THREE COLLEGES AT TRIVANDRUM.

(A) *Recurring Annual Gross Expenditure.*

Minimum ...	... Rs.	71,200
Maximum ...	... Rs.	1,29,100

(B) *Non-recurring Expenditure* ... *Rs. 1,39,000.*

II. Receipts.

The strength of each of the Honours classes is assumed to be six students and of the Pass B. A. Philosophy classes to be 30 students.

(i) *Probable strength of new classes in the Colleges of Arts and Science and consequent additional income.*

	Strength.		
	1st year.	2nd year.	3rd year.
Mathematics Honours ...	6	12	18
Physics " ...	6	12	18
Chemistry " ...	6	12	18
Botany " ...	6	12	18
Sanskrit and Malayalam ...	6	12	18
Philosophy ...	6	12	18
Philosophy (Pass) ...	30	60	60
Total ...	66	132	168

	Income.		
	1st year.	2nd year.	3rd year.
	Rs.	Rs.	Rs.
Fees at Rs. 100 per mensem ...	6,600	13,200	16,800
Laboratory fees at Rs. 12 for Mathematics, Physics, Chemistry and Botany students ...	288	576	864
Total ...	6,888	13,776	17,664

(ii) *Probable strength of B. A. classes and consequent additional fee income from the College for Women.*

If the strength of each of the Divisions (History and Languages) is assumed as 25 in the College for Women, the

additional income to be derived from the College for Women would be :—

		1st year.	2nd year.	3rd year.
Strength	...	50	100	100
Fees at Rs. 50 per year	... Rs.	2,500	5,000	5,000
Aggregate fee income	... Rs.	9,388	18,776	22,664

12. It has to be stated that no account is taken in the above calculation of the additional income to the Travancore Government colleges, in the existing classes, by the increase in the number of students which may be expected to follow when a local University is founded and the emigrant students return to the State. This increase, on the basis of the figures collected by the Convener, we estimate at 500 students, and the recurring income from fees arising from the additional number of students may therefore be put down as Rs. 50,000 per year.

13. Whether a University is started or not, the above expenditure in improving the three colleges must be regarded as one which will have to be faced by Government, sooner or later, in connection with the natural growth of the existing colleges and the local demand for instruction in those branches and standards. Hence the interpolation or even the consideration of these expenses in an estimate for the formation of a University is not strictly justifiable, except on the ground that there will be still less reason for not having Honours courses in all branches after a University is founded, than there now may be.

14. The direct financial calls on the University will come from the cost of administration, the instructional staff, the buildings and equipment, the libraries and laboratories, and from the expenses necessitated by extra-mural activities. In the following statement we have attempted to show in some detail the different heads of recurring expenditure. It may be interesting to compare the different items and figures of expenditure estimated for the new University with the figures of similar expenditure in some other Universities, also included in the statement for purposes of comparison.

Comparative Statement of recurring Administrative Expenditure of certain Indian Universities and the probable estimate of such expenditure for the New University.

DISTRIBUTION OF RECURRING ADMINISTRATIVE EXPENDITURE

OF SUCH EXPENDITURE FOR

Items.		Benares 1921-1922 Actual.	Madras 1924-25 Estimate.	Dacca 1921-22 Estimate.
Vice-Chancellor	...	Honorary.	35,000	48,000
Pro-Vice-Chancellor	...	Do.	...	...
Personal Assistant to Vice-Chancellor	...	1,200	...	3,000
Personal Assistant to Pro-Vice-Chancellor	...	1,800	...	...
Registrar	...	Honorary.	7,700	9,000
Assistant Registrar or Treasurer or others	...	Do.	...	3,000
Vice-Chancellor's Establishment	...	6,540	...	5,580
Registrar's Office	...	3,860	45,600	8,220
Menial Establishment	...	660	2,000	...
Library Establishment	...	4,500	13,000	18,072
Stationery	...	...	13,500	...
Printing	...	6,300	27,000	6,000
Examination charges	...	30,000	2,16,400	15,000
Travelling allowance	...	3,000	28,000	10,000
University Magazine and publication	...	11,000	...	500
Petty repairs and furniture	...	...	5,000	...
Books for Library and other expenses	...	1,500	24,400	15,000
Scholarships and Prizes	...	...	...	21,000
Physical Culture and Union	...	...	...	5,085
Taxes etc.	...	...	...	9,000
Oriental Library	...	...	...	...
Extension works	...	...	..	...
Postage and Telegrams	...	1,400	...	...
Provident Fund	...	...	...	...
Contingencies and other miscellaneous	...	2,164	17,800	12,000
Research Studentships etc.	...	...	...	...
Additional University Professor, Readers, etc.	...	...	...	...
Total	...	73,924	4,35,400	1,88,457

* Exclusive of expenditure on colleges.

OF CERTAIN INDIAN UNIVERSITIES AND THE PROBABLE ESTIMATE THE NEW UNIVERSITY.

Mysore 1922-23 Estimate. *	Lucknow 1923-24 Estimate. *	Delhi 1923 Actual. *	Estimate of Recurring Expenditure. *	
			Travancore.	Kerala.
25,200	36,000	...	...	...
...	...	...	...	...
...	...	...	...	...
...	...	...	...	...
7,200	13,200	...	4,500	4,500
...	10,325	...	...	...
15,360	...	...	...	...
12,132	18,619	9,793	...	...
2,304	3,302	...	...	...
7,748	4,749	...	25,000	38,000
...	10,000	844	...	...
...	...	1,701	15,500	20,500
40,000	20,000	...	45,000	70,000
...	6,500	2,042	15,000	30,000
7,700	6,000	...	5,000	5,000
...	1,150	254	1,000	2,000
6,465	11,000	...	10,000	10,000
35,465	8,500	2,234	...	...
500	5,000	...	...	...
...	...	2,812	...	...
24,000	...	...	15,000	15,000
3,000	10,000	...	10,000	15,000
...	1,500	314	...	...
...	11,400	...	...	...
17,000	9,000	2,015	5,000	10,000
...	...	...	5,000	10,000
...	...	...	20,000	30,000
2,04,074	1,86,245	22,009	1,76,000	2,60,000

15. The figures in the statement given will be found to include the following:

(1) the travelling charges to be paid to the members of the various university bodies in accordance with the rules governing such journeys under the Service Regulations, which are more liberal than the rates now allowed by the University of Madras;

(2) the cost of the administrative staff of the University, including salaries of the Registrar for whom the emoluments of a Professor are provided, but excluding the salary of a whole-time Vice-Chancellor;

(3) the charges on account of examinations, including the travelling allowances to be given to examiners;

(4) the cost of ordinary and special University lectures, and the extension activities of the University;

(5) the annual upkeep of the University Library;

(6) the grant of a small number of research studentships; and

(7) miscellaneous contingent expenditure of the different kinds which a University has to meet.

16. It will be seen that the gross annual expenditure on account of a University, limited to Travancore is Rs. 1,76,000 and for a Kerala University, Rs. 2,60,000. An additional sum ranging between Rs. 24,000 and Rs. 30,000 may have to be added to these amounts should it be decided that the Vice-Chancellor should be a full-time paid officer on a salary corresponding to that which Vice-Chancellors in South India now receive.

17. We have so far taken no account of the deductions to be made from these figures. They are of two kinds:

(*a*) the estimated income of the University, and

(*b*) certain items which will have to be set off against the gross expenditure.

In point of importance the second of these is inferior in magnitude to the first, but it may be considered first. From our estimates of the additional expenditure to be incurred by Travancore, the following deductions have to be made :

(1) Our estimates have included expenditure of certain institutions which are now being maintained by the Travancore Government and which we propose, on the example of the Government of Mysore, when its University was started, to be handed over to the University. These institutions now expend about Rs. 36,000 a year. Their expenses have been distributed among the items in the statement.

(2) A sum of about Rs. 2,500 represents the amount now paid by the Travancore Government to the University of Madras for the recognition of the local S. S. L. C. examination. This will also have to be deducted.

(3) In view of the recent reduction in travelling allowances paid to the members of the different bodies of the University of Madras, it has become necessary for the members from the State to ask to be compensated for the loss that they incur by attending university meetings in Madras. Unless this compensation is given, there will be a tendency for a falling off in attendance from the State at university meetings in Madras. This will be disadvantageous to the State. On a calculation based on the present number of meetings of the different university bodies and the present representation from the Travancore services to such bodies, it is found that the aggregate amount to be disbursed by way of compensation might amount to at least Rs. 10,000 a year.

18. The main deductions however have to be on account of income that can be estimated for a University of Travancore or one of Kerala. Our estimates of these are given below :

ESTIMATE OF INCOME.

Heads.	Travancore.			Kerala.		
	No. of students.	Rate.	Total.	No. of students.	Rate.	Total.
Admission fee ...	1,200	5	6,000	2,000	5	10,000
Graduate fee ...	350	10	3,500	500	10	5,000
Registration of Graduates *ad eundum* Degrees ...	200	5	1,000	300	5	1,500
Sale of University Publications ...	...	...	2,000	...	...	3,000
Examination fees ...	...	...	56,700	...	...	79,500
Grand total ...			Rs. 69,200			Rs. 99,000
Round figures ...			70,000			1,00,000

EXPLANATION OF ADMISSION FEES.

	Actual strength of I Class.	Probable increased strength.
Travancore	815	1,200
Cochin	319	450
Malabar	273	350

EXPLANATION OF EXAMINATION FEES.

Travancore.	Actual present strength.	Estimated strength.
B. A. Degree ...	303	400
L. T. ...	50	100
Diploma in Teaching ..	50	100
Law, F. L. & B. L. ...	280	200
Diploma in Law ...	100	100
Ayurvedic and other Diplomas ...	...	100
Commerce and other Diplomas ...	...	100

EXAMINATION FEES.

	Travancore.			Kerala.		
	No.	Fees.	Rs.	No.	Fees.	Rs.
Entrance Examination ...	1,200	24	28,800	2,000	24	48,000
B. A. ...	400	36	14,400	500	36	18,000
Law, F. L. & B. L. ...	200	30	6,000	200	30	6,000
Law Diploma ...	100	15	1,500	100	15	1,500
Teaching, L. T. ...	100	30	3,000	100	30	3,000
Do. Diploma ...	100	15	1,500	100	15	1,500
Other Diplomas ...	100	15	1,500	100	15	1,500
Total ...	...	...	56,700	...	...	79,500

19. We are thus led to the figures Rs. 1,76,000 and Rs. 2,60,000 as those of the gross recurring expenditure of Travancore University and a Kerala University respectively. In the former case, the deductions to be made before ascertaining the net liability of the State on account of the University will be two, *viz.*, a sum of Rs. 70,000 on account of the estimated income from fees, etc., and another sum of Rs. 48,500 on account of the items described in paragraph 17. Both these deductions will have to be made in estimating the net financial obligation of the allied Governments for the upkeep of a Pan-Kerala University. A further deduction to the extent of Rs. 30,000 will also have to be made as it represents the additional fees anticipated from Cochin and Malabar. Thus, in the result, the *net* liability to the Government of Travancore on account of a University restricted to the State will be Rs. 57,500 a year, and the net liabilities to the parties concerned in financing a Pan-Kerala University Rs. 1,15,000. That is to say, the addition of Cochin and Malabar to the jurisdiction of the new University will necessitate expenditure of another Rs. 57,500 for which the liability should naturally be undertaken by Cochin and Malabar. It is significant that the recurring financial obligation of Her Highness' Government is thus equal to those of the Governments of the other two areas.

20. It appears to us that, with this expenditure, it should be possible for the new University to be conducted on lines that would enable it to compare well with any of the existing universities of India. It is not of course difficult for a university to spend a grant of any magnitude. Our estimates represent only what may be regarded as the expenditure necessitated by the reasonable demands for an efficient Indian University which could satisfy the expectations of its founders and promoters. Further expenditure may become necessary as the University grows. But it will be ordinarily accompanied by an increase in its resources also, though the extra income which may be obtained from an increase in the number of students and candidates can hardly keep pace with the further increase in expenditure consequent on the expansion of the University. Nevertheless, it may be presumed that, when the increased

expenditure comes, it will be at a time when the resources of the states which have to make grants to the University can also be expected to be ampler which, both directly and indirectly, the University itself would have no inconsiderable share in augmenting.

21. The amounts suggested as grants will compare favourably when the size of the University is considered side by side with those of existing universities in India, to which Government grants have been made. For example, in 1921-22, the total expenditure on Indian universities was Rs. 76,04,578 as against Rs. 25,51,925, five years earlier, the *increase* alone in the quinquennium being two-fold. Out of these amounts, the contribution from Government funds amounted to Rs. 4,82,637 in 1916-17 and Rs. 22,28,253 in 1921-22. The bulk of the grants were made in Bengal and the United Provinces for the opening of Dacca University, and in capital and other grants to the new Universities of Lucknow, Benares and Aligarh. Similar non-recurring grants were made even to the older Universities. During the quinquennium ending with 1921-22, the University of Calcutta received from the Government of India and the Bengal Government an annual recurring allotment of Rs. 2,57,000. Of this amount Rs. 1,28,000 was for the University and Rs. 1,29,000 for colleges. The Government have been making a grant of a lakh annually to each of the Hindu and Muslim Universities. The University at Delhi has received since 1922 an annual grant of Rs. 75,000. The grants from Government funds to the Universities of Madras, Bombay and Patna, during the year 1921-22 were Rs. 85,480, Rs. 67,000 and Rs. 64,927 respectively. The Government grant to the University, which we have proposed, amounts annually only to about Rs. 60,000, an amount lower than what is now given by the Government of India or by a Provincial Government to any University in the Indian Empire. Our estimates cannot, therefore, be considered extravagant.

22. To those who are anxious that the University should be started on a magnificent scale, the provision recommended might, on the other hand, appear small. But they have to be reminded of the expenses which the public fisc has to bear on account of the

need to bring up, in the initial years, the constituent institutions to a proper university standard. These are now either directly under the Travancore Government or are under private management. In both cases the State may have to find the necessary funds. Some of the expenditure could be spread over a series of years. The resources of the State may gradually be better able to bear the strain of more generous subventions to the University. It might not be amiss to cite in this connection the words of caution and encouragement which His Excellency Lord Reading uttered on the occasion of the first Convocation of the University of Delhi (March 23, 1923).

"Do not be disheartened or discouraged if lack of funds prevents for a time in this University more rapid expansion and perfection to which you may have set your hearts. I am afraid that, for some time to come, the Delhi University must be a poor University. You should not, on that account, lose confidence or enthusiasm for its future. Rapid growth is not necessarily the soundest form of growth, and eminence in academic study is not the monopoly of only the well-endowed and well-equipped institutions. Have trust and, in spite of obstacles, persevere in your keen efforts for progress. Have courage and, in spite of difficulties, determine to overcome them. Your success, when attained, will be the more meritorious."

23. On the other hand, there might be some who would deprecate even this additional expenditure on a University and on the improvements of the collegiate institutions within the State. They would repeat the old cry that our system of education is already top-heavy, that our students are all passing through one groove, that university education is the luxury of the well-to-do, and that public money should not be squandered upon an institution designed to serve the needs of a limited number of fortunate young men and women. To them it would appear that the call of primary education and of the secondary schools is more imperative than that of higher education. We have attempted earlier in this Report to meet such criticisms. Education in all its stages is not the luxury of individuals but a source of strength to the State and, in its higher stages, it is as necessary for the uplift of a people as in its

lower. One of the ways to abolish national poverty is to expend wisely on education. No country is rich enough to afford a waste of talent. Such a waste must occur if the educational system is either defective or incomplete and if there is a lack of opportunity to those among the people who have the potential capacity and moral vigour to develop as national assets but are unable through poverty and the want of facilities to obtain at their doors all the education they might deserve. Even now it cannot be said of Kerala that the Government contributions to elementary and secondary education are less generous than to the advancement of university education and that the former is in any way being stinted by attention being paid to the latter. It cannot also be said, with any real justification that our educational pyramid has a narrow base. But, even if it were so, as we have already pointed out, the defect will automatically get set right when higher education advances. Education in all its stages can spread only by the creation of a sufficiently large body of cultivated men and women to whom can be entrusted the responsible function of educating the children of the nation. It is a backward state which does not realise the obligation to educate all its people.

24. A university like a state can continue only if it has an adequate revenue. The income that it may be able to derive must come from four sources, *viz.*, from its fees, from the contributions made to it by its constituent institutions, from state grants and from endowments representing public or private benefactions. It is difficult now-a-days for a university to be sure of an unceasing stream of either endowments or continued state aid unless its aims and achievements receive the need of constant public approval. This is why opportunities for due publicity, such as would bring for it the recognition it deserves, are necessary for a university. The machinery for governing the new University which we have suggested in the previous chapter of this Report might secure for it this advantage. It is true that Kerala can hardly be regarded as rich. But, even within Kerala, the sources of private benefactions cannot be said to be absent. The tract is rapidly being developed. The remains of the splendid monuments of ancient munificence towards charity and religion in the area might sustain the hope that

the sources of private benefactions will by no means dry up hereafter, towards the more modern forms of altruistic endeavour, such as consist in nourishing and cultivating the mind of a nation no less than the bodies of its members. Nevertheless, the growth of resources of this character can hardly be regarded as one of the things on which the University can afford to rely on as a financial guarantee. On the other hand, no university worth the name can hope to subsist especially in a comparatively poor country like ours, on an income derived entirely from its fees. Its main reliance must therefore have to be on grants to be made by the state. If it is found that the new University cannot for any reason extend its jurisdiction beyond the boundaries of Travancore, all the grants it would require will have to be made by Her Highness' Government. Should, however, the rest of Kerala be brought within its scope, the University might justly look for similar aid from the Governments of the additional areas it will serve. Assistance towards the University might take different forms. Money grants, though the most important and obvious forms of such help, do not exhaust the list of possible forms of state aid. Even the improvement of the existing collegiate institutions and hostels should be regarded as indirect forms of such help. Careful financing of the University from the commencement by the States might enable it to be given at the outset resources whose increments in value might help it in some measure to meet, from the growth of its own resources, increasing calls for expenditure in years to come. Gifts of Government land, like those which the preceding Committee have suggested, constitute a valuable form of university endowment. Such lands may not prove useful for the immediate expansion of the University, but they may be helpful through the natural incremental growth in their value.

25. The Charters of some of the recently founded Universities in the Dominions and in America show how this idea is being widely adopted. The University of Western Australia, which was founded in 1911, has a provision in the Act of Incorporation allowing the Governor to grant to the University such lands of the Crown as he may see fit to give it by way of permanent endowment. In

accordance with this provision, 4,446 acres of land in the city of Perth yielding substantial rents were given to this University. By the University Endowment Act of 1868, New Zealand set apart considerable tracts of Government land as an endowment for the universities then in existence or to be founded later on. In Kerala, at the present day, the Governments have large tracts of unregistered or undeveloped land. So have the great Jenmis (landlords) from whom one might also look for benefactions to the new University. The area is being opened up. New irrigation projects and other development schemes are among the things to look for in the future. Should the Governments concerned in financing a Kerala University recognise, even from the commencement, the advantage of making a suitable provision for the future growth of the University in the manner suggested, it should be possible not only for the University to start with considerable landed properties of great potential value, but to continue to receive further assignments of land when new irrigation and drainage projects are undertaken or completed. We would accordingly put in a strong plea that every attempt should be made to secure without delay such grants of Government land as may be still available, as endowments to the new University.

26. We have so far assumed that the new University should not attempt at the beginning to do more than to bring up its existing sides to a good level of efficiency and organise its several institutions so as to make them valuable members of the academic fraternity. We are not forgetful, however, that, more than any other public institution, it must be designed from its birth for constant progression and growth. New lines of development must from the start be mapped out for it and it should be the endeavour of those to whom the control of its fortunes is entrusted to ensure continual advance on these lines. It is of course impossible for any inquiry however elaborate and acute *now* undertaken, to forecast the different directions in which the new University will develop in the future. It would be desirable therefore that the Government of Travancore, in the case of a University confined to the State, and all the Governments concerned in the event of an All-Kerala University being founded, should, from the outset, make a suitable provision to meet the wants of a progressive University by endowing it with

properties also capable of growth in value. Even this, however, might hardly satisfy those who desire for the new University a position in the van of Indian Universities. Resources of a more fluid character are demanded if opportunities should be availed of as they occur to strike out new lines of improvement in the University, and to provide from the outset for research opportunities in the Physical and Natural Sciences for which we have not made any other provision specifically in our estimates of capital and recurring expenditure. We anticipate that the matter will not fail to receive due attention from the new University. A University can hardly depend for such purposes on the slender savings it might effect by economical management of its resources. Lump grants are therefore required. The Government of India have in the case of private foundations insisted on a considerable initial endowment before sanctioning their incorporation as Universities. In the case of a University in which most of the constituent institutions are maintained by Governments, the necessity for capital endowments of the same magnitude does not arise. Nevertheless, it cannot be denied that even *they* do require some money endowments, particularly to equip research laboratories, and that it is up to the Governments concerned to provide them. The lump grants so made to a University by Governments can either be saved or retained to be utilised as occasion demands in improving the equipment and the staff of the University. We venture to think that the new University would be fortunate if Her Highness' Government can see their way to set apart even from the outset such sums of money every year as they can spare as additional lump grants to the University. The Madras University Act contains an indication of such assistance to the University of Madras from the provincial Government.

27. Our financial proposals will be seen to be neither extravagant nor illiberal if compared with the provisions that have been made by the Governments to the Universities of Mysore and Dacca as set out in the following tabular statement;

COMPARATIVE STATEMENT OF GROSS BUDGETED EXPENDITURE.

	Mysore University.			Dacca University.			Travancore University (Our estimate.)
	1919-20	1920-21	1921-22	1920-21	1921-22	1922-23	
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Direction .	67,864	59,492	68,177	64,565	1,49,057	1,30,543	38,000
Colleges .	5,53,634	5,24,482	5,03,946	4,45,008	3,87,167	4,22,802	5,52,000
University Library and Scholarships .	22,836	20,915	14,479	12,213	15,000	15,000	17,500
Medals and Lectures .	42,940	40,338	42,598	35,465	10,000	21,000	25,000
Extension work .	10,000	3,000	1,000	3,000	..	..	10,000
Publication, Printing and Stationery .	10,000	15,000	11,800	7,550	..	..	15,500
Grants to Hostels .	3,600	3,600	3,600	3,600	4,500	4,506	..
Examinations .	19,000	25,000	30,000	40,000	25,000	43,365	45,000
University Unions .	2,500	1,500	1,000	500	500	..	10,000
Physical Culture .	15,000	11,800	8,000	..	6,624	6,624	10,000
Miscellaneous .	10,000	10,000	4,625	7,375	21,925	27,259	10,000
Oriental Library and Publication .	22,293	29,931	26,724	24,084	..	..	15,000
New University buildings and maintenance &c. .	1,90,000	1,70,000	5,000	2,000	15,000	24,000	Educational buildings are maintained by the P. W. D., Travancore.
Total .	9,69,667	9,15,061	7,20,049	6,45,360	6,34,773	6,95,093	7,48,000
Buildings maintenance .	1,90,000	1,70,000	5,000	2,000	15,000	24,000	..
Net recurring expenditure.	7,79,667	7,45,061	7,15,049	6,43,260	6,19,773	6,71,093	,48 ,000
College of Engineering .	1,50,000	1,28,750	1,55,650	1,18,470	..	..	..
Law and Teaching .	..	..	..	..	..	..	7,43,00
Net recurring expenditure without the College of Engineering .	6,29,667	6,16,311	5,59,399	5,24,790	6,19,773	6,71,093	6,73,700

ESTIMATE OF CAPITAL—NON-RECURRING EXPENDITURE.

(To be spread over a period of years).

		Rs.
University buildings, Convocation Hall, Library and Offices, etc.	...	2,00,000
Students' Union	...	20,000
Library—initial grant for books	...	50,000
University Library—furniture and equipment	...	30,000
Total	...	3,00,000

28. Some explanation of the figures in the above statement may be offered. Practically no university in India at the present time has a library worthy of it which can bear comparison with the libraries of even some of the smaller universities of the West. Compared, however, with such libraries as Indian universities now possess, a University founded in Travancore may not start badly if our suggestion to bring within its control the Public Library at Trivandrum be adopted and further improvements made to it. Books are not less essential for the pursuit of the higher studies and investigations, which should be the ambition of the members of the University to pursue in the subjects grouped together as Humanities than laboratories are to research in the Physical and Natural Sciences. A grant of at least Rs. 50,000 might well be made to the University Library at the start. The furniture and equipment for a university library may be set down at Rs. 30,000. Considerations of the welfare of the students of a university will dictate, not merely the provision for their boarding and instruction, but for their social activities and their organisation as a community. A modern university recognises, accordingly, its duty to provide suitable buildings for the Students' Union. A grant of Rs. 20,000 for the buildings of such a Union in the new University might not, therefore, appear improper or extravagant. A University requires offices, a Senate Room, a Convocation Hall and a Library as well as Lecture Halls and Research Rooms. It may be possible to find all these in existing buildings. The Mysore University has as yet no

Convocation Hall of its own, and holds its big functions in an old palace. Its Senate meets in halls of the Mysore Students' Union. Its Executive Council meets either in the Central Colleges at Bangalore or in the Maharaja's College at Mysore. But Mysore has already fine buildings for its University Library and its Oriental Library as well as for its Students' Union in Bangalore and Mysore. The University offices are held in a state bungalow. Provision for buildings of this kind cannot, of course, be said to be of the same order of urgency as that for the recurring expenditure of the University, such as the purchase of books and scientific apparatus, the appointment of university teachers and the award of stipends to research workers. Still there is some danger if the obligation to meet such expenditure is not visualised at the beginning. There will be a likelihood otherwise of the duty being overlooked.

29. There is no limit to what a new University can spend on decorative buildings intended to impress the imagination of its own members and of visitors by their magnificence and beauty. Colossal expenditure on brick and mortar is, however, neither a criterion nor a guarantee of beauty or refinement or even convenience. It is not difficult to cite instances of universities which have exhausted their powers of growth by expending lavishly on spectacular buildings and left themselves in a condition in which they are unable to afford books and equipment as well as a well paid body of instructors. This is by no means an unlikely contingency. If a university succeeds in impressing the people and the state in which it works by the high quality of its enterprise and endeavour, it is not unlikely that such benefactions, as it may receive, will more frequently take the shape of donations for the erection of grand buildings than of endowments for the less impressive or advertised sides of university work. We therefore consider that a provision of Rs. 2,20,000 for university buildings of different kinds including a Students' Union and a library at Trivandrum ample. The grants and the expenditure may be spread over a convenient period.

30. We have shown that the main form which under existing conditions the Government contributions to the University should take is that of lump sum donations or annual grants. In a Pan-Kerala University, the grants-in-aid from the Governments will

naturally be *pro rata* contributions made for the upkeep of the university executive and those central institutions which, though they exist only at the university capital, are equally available to its *alumni* and teachers all over its jurisdiction. Even democratic Governments in modern times recognise their obligation to give state aid to their universities. For example, the Royal Commission on the Oxford and Cambridge Universities recommended in 1922 the payment of an annual grant of £1,00,000 to each of the Universities of Oxford and Cambridge through the authorities of those Universities. Similar financial assistance has been rendered in Great Britain to other universities, and they did not disdain the receipt of such help from the state. For example, in 1920-21, excluding these two great Universities, the Universities of British and Irish groups received altogether as state grants nearly 32 per cent of their aggregate expenditure of £1,690,112. That is to say, roughly a third of the cost per head on university education was made by parliamentary grants, the rest being found from fees, endowments and local taxation. It is thus from the taxation of the community that a large proportion of the existing outlay on university education in Great Britain and Ireland are now being made.

31. The Indian Universities Commission of 1902 concluded their Report with the following words: "Unless by Government aid or otherwise, the financial provision of the Universities can be materially strengthened, the prospect of any thorough change for the better must be indefinitely postponed." This has also been the conclusion of the Sadler Commission. Adequate resources must be provided by the state for such a synthesis of the educational activities as will result in the creation of a University which can take its place among the best in India. In tracing the history of the evolution of the university question, we have endeavoured to show that a new University and a better educational outlook are both needed in Kerala. We have also stated that the resources on which the education reform must be based will have to come from the public fisc and that the grant of public aid, now and in the future, can be continued only by a favourable disposition of public opinion towards the University. This we have sought to ensure by the

form of government which we have proposed for the new University. While we have not despaired of assistance coming to the University in the future from private sources both large and small, we still feel that it is only when the Governments step in with liberal grants to the University that there would be both the inducement and the encouragement for private liberality to follow. We are alive to the great difficulties under which our youth of both sexes are pursuing their higher studies, and we are satisfied that it would be impossible, even with the recognition of the poverty in which many of them now live, to suggest a plan by which the entire burden of university education can be transferred to the State. Neither have we felt justified in formulating proposals of reform such as would imply the immediate and proximate expenditure of huge sums of money. Nevertheless, in arriving at our recommendations and in preparing our financial estimates, we have been sustained by a feeling amounting to conviction that the uplift of the people in Kerala is bound up with the improvement of their educational opportunities and the educational machinery now in existence, that, to ensure both, a good local University is an essential pre-requisite, and that it is only the inauguration of such a University for either Travancore or Kerala which can furnish the impelling force and the elevating inspiration for all further national progress.

K. A. Krishna Aiyangar
(*President*)
D. Honore S. J.
K. Parameswaran Pillai*
G. Parameswaran Pillai
John Matthai
P. K. Narayana Pillai
T. K. Velu Pillai
K. V. Rangaswami Aiyangar
(*Convener*)

26th December, 1924,
Trivandrum.

---

* Subject to Note of Dissent.

We desire to place on record our warm appreciation of the exceptional ability and zeal with which M. R. Ry. Rao Bahadur K. V. Rangaswami Aiyangar Avl. has discharged the very onerous duties which have fallen to him as Convener of the Committee. His unique knowledge of University matters and his unfailing energy have been of the greatest assistance to us at every stage of our deliberations. We acknowledge with deep gratitude his valuable services in preparing the materials required for our work, in providing information on all questions of university organisation and practice and, last but not the least, in drafting the Report. We desire also to express our appreciation of the services rendered by the Manager of the Office M. R. Ry. K. V. Ramakrishna Aiyar Avl., and by his Staff.

K. A. Krishna Aiyangar
D. Honore S. J.
K. Parameswaran Pillai
G. Parameswaran Pillai
John Matthai
P. K. Narayana Pillai
T. K. Velu Pillai

Statement of Receipts and Expenditure in the University of Mysore.

STATEMENT OF RECEIPTS AND EXPENDITURE

Serial No.		1918-19	1919-20
	RECEIPTS.		
1	Grants from Government ...	7,10,710	7,10,807
2	College Fees ..	23,298	33,372
3	Examination Fees ...	17,370	24,671
4	Fees for Registration of Graduates ...	643	565
5	Sale Proceeds of University Publications .	694	2,763
6	Interest on Investments ...	5,246	6,261
7	Other Receipts ...	1,279	648
8	Rent of Buildings ...	...	...
	Debt Heads.—Endowments ...	27,850	14,730
	Advances ...	3,051	920
	Deposits ...	1,427	350
	Total ...	7,91,568	7,95,087
	EXPENDITURE.		
	A. Direction.		
1	Honorarium to Vice-Chancellor ..	12,000	34,000
2	Registrar ...	16,800	18,507
3	University Establishment ...	9,810	12,290
4	Extension Lectures ...	2,553	2,080
5	Publication Bureau ...	2,667	6,635
6	Miscellaneous ...	21,278	16,273
	B. Colleges.		
7	Tutorial staff ...	2,28,423	2,78,420
8	Establishment ..	16,295	20,691
9	Scholarships and Prizes ...	33,283	38,583
10	Grants to Hostels ...	3,835	3 768
11	Library, Laboratory and Equipment ...	63,420	51,633
12	Miscellaneous ...	16,190	26,010

IN THE UNIVERSITY OF MYSORE (*actual.*)

1920-21	1921-22	1922-23	1923-24 *	Serial No.
7,10,830	5,50,000	4,50,000	6,01,800	1
37,812	31,742	43,581	45,266	2
27,442	28,762	35,429	35,551	3
423	637	133	168	4
2,096	2,734	2,886	2,183	5
6,379	8,015	11,093	11,470	6
856	2,405	2,541	1,183	7
...	3,930	4,375	3,349	8
2,000	9,400	1,40,566	9,378	
1,787	2,484	30,826	15,492	
1,892	6,737	8,264	4,938	
7,91,517	6,46,846	7,29,694	7,30,778	
12,387	19,808	29,532	25,200	1
6,529	7,129	7,808	8,329	2
13,688	14,761	16,192	17,459	3
2,157	832	1,540	980	4
5,731	10,130	5,097	4,944	5
24,155	31,308	20,946	24,016	6
2,84,432	2,90,494	2,91,107	3,31,969	7
26,343	29,327	26,879	9,650	8
41,636	37,127	33,107	36,753	9
3,505	3,593	7,701	7,713	10
1,32,479	93,331	58,470	53,463	11
30,126	34,668	39,847	41,864	12

* Provisional.

STATEMENT OF RECEIPTS AND EXPENDITURE

Serial No.			1918-19	1919-20
	C. Examinations.			
13	Fees to Examiners	...	21,039	37,196
14	Other items	...	3,159	4,865
	D. Buildings			
15	Construction and repairs	...	1,71,731	1,89,656
16	Furniture for new buildings	...	2,402	3,864
	E. Library.			
17	University Library			
	(*a*) Establishment	...	4,091	5,607
	(*b*) Other items	...	25,389	18,420
18	Oriental Library			
	(*a*) Establishment	...	14,341	14,984
	(*b*) Other Items	...	6,200	6,452
	F. Debt Heads.			
19	(*a*) Investments	...	27,400	15,180
	(*b*) Advances	...	6,281	2,776
	(*c*) Deposits	...	137	40
20	Refunds of Revenue	...	1,726	1,045
	Total	...	7,10,450	8,08,975

IN THE UNIVERSITY OF MYSORE (*actual*)—(*contd.*)

1920-21	1921-22	1922-23	1923-24*	Serial No.
45,093	41,512	32,443	26,664	13
7,608	10,329	8,048	8,043	14
1,58,421	95,417	51,467	20,898	15
1,500	1,120	1,232	257	16
5,509	5,547	5,962	5,924	17
8,659	12,546	7,936	8,058	
17,240	16,483	16,223	16,927	18
6,150	10,334	10,171	9,964	
2,000	9,400	1,40,566	9,378	
17,049	2,113	25,123	7,076	19
248	6,133	8,149	4,639	
1,639	9,430	3,856	2,891	
				20
8,54,284	7,92,872	8,49,402	6,83,059	

*Provisional.

NOTE BY MR. L. C. HODGSON.

As there is no likelihood of the Report of the Travancore University Committee being completed before I leave Travancore, I have the honour to forward to you certain remarks which I desire to record and to request you to be so good as to append them as 'Notes' to the Report when the same is submitted to Government.

By the courtesy of the Convener I have been able to read over the Proceedings of our meetings.

1. Referring to the Proceedings of Tuesday the 25th September, 1923, I have the following observations to make :

I am unable to agree with the resolution passed on this date as recorned at the close of the proceedings of the day as follows:

(*a*) It is most desirable from an educational point of view that the University should embrace from the commencement the area composed of Travancore, Cochin and Malabar.

(*b*) Whether in the actual circumstances of this area such a scheme is practicable or not can be explored satisfactorily only by the Governments concerned and the Committee consider it of the greatest importance that, before a University is started, the question should be investigated fully by His Highness' Government in conference with the other Governments concerned.

(*c*) If the scheme referred to in (*a*) is found impracticable the University may confine its activities, in the earlier stages of its existence, to a smaller area, but it should keep its doors open for the incorporation on equal terms of educational bodies of university standing in the wider area referred to.

I am opposed to the form of the resolution which, as I stated at the time, instead of giving a clear and definite opinion in favour of either one or other of the alternatives placed before us by Government as to the area of the University, is itself in the form of an alternative. While I believe there is unanimity as to the desirability of the University ultimately embracing the whole of Travancore, Cochin and British Malabar, I differ from my colleagues in that I recommend that we should *at the outset* establish a

University for Travancore, leaving it open to the other provinces to associate themselves with the Travancore University at a later date should they desire to do so. I am emphatically of the opinion that, inasmuch as Government themselves have stated, Travancore will in any case provide the bulk of the resources, Travancore should be the predominant partner in the Firm and the State should not go out of its way to court the co-operation of the other states, but should readily admit them into its corporation should they desire to join it. For these reasons I again urge the Resolution proposed by me that "the University should confine its activities in the earlier stages to Travancore but it would welcome the association or co-operation with it, at any time, of educational bodies of university standing from other areas of the Kerala country."

2. Regarding the Proceedings of Wednesday the 26th September, 1923, I desire to record the following remarks:

I entirely dissent from the Resolution passed on this date, *viz.*: "All the constituent colleges of Arts and Science in the Pan-Kerala area shall be located in the same centre. Failing this, the constituent colleges of Arts and Science in each of the areas of Travancore, Cochin and Malabar, should be located in not more than one centre within that area." Like the former one with which I disagreed, it is not a clear-cut Resolution but is a kind of double-barrelled Resolution. I objected at the time to Resolutions being moved in this form and I wish to record a protest here against such procedure. I understood the mover of it, Dr. Matthai, to say that he infinitely preferred the first of the two alternatives and that he did not at all like the second which he described as "an inferior and a less satisfactory alternative," but that he advocated the second in case the other should not prove feasible. The effect of this Resolution was that the Committee had to proceed along two alternative and diverging lines instead of recommending a definite policy to Government.

I myself heartily support the first of the two alternatives that all the constituent colleges of Arts and Science be located in one centre, and I desire to express complete disagreement, with the second. As we proceeded in our deliberations, the unsoundness of

this scheme manifested itself. When the question of providing for research and post-graduate study came up, the Committee found themselves confronted with two possibls policies, both objectionable, from which no adequate escape could be suggested. Either advanced work must in such a scheme be concentrated in one of the three centres, which will have the effect of relegating the other centres to a subordinate and inferior position, or the facilities for such work must, be split up and distributed among the several centres with the result that each of them will have a diluted and therefore valueless quantum of higher educational effort. Under the former alternative, two of the three contemplated colleges will necessarily confine their activities to pass work which by itself is not university work at all in the right sense of the word, and inevitably the connection between them and the university will become limited mainly to examining; under the second, little higher work worth the same will be done anywhere. In either case, the full force and power on the character and lives of the adolescent population of the quickening and ripening climate of the multifarious university activities will be wanting.

3. I am opposed, for reasons which I gave at the time, to locating the University in Trivandrum.

L. C. HODGSON.

DISSENTING MEMORANDUM
BY
MR. K. PARAMESWARAN PILLAI, MEMBER,
THE UNIVERSITY COMMITTEE.

I am sorry that I find myself in disagreement with my collegues on the Committee in regard to some of the questions referred to it for its opinion. The first point upon which I dissent from the views of my colleagues is in regard to the area that should be comprised in the University. I am distinctly of opinion that the third alternative mentioned in paragraph 15 of the G. O. constituting the Committee should be adopted, *viz.*, that the University should be a Pan-Kerala University, that is, a University "created from the very beginning by the conjoint efforts of the three Governments (British, Cochin and Travancore) whose areas will be comprised in a Pan-Kerala University, maintained by contributions (of all kinds) made from all the three states, and governed by university bodies on which adequate representation is provided to the component areas and institutions." The conclusion of the University Committee on this subject are summarised in the following resolutions of the Committee:

(1) It is most desirable from an educational point of view that the University should embrace, from the commencement, the area composed of Travancore, Cochin and Malabar.

(2) Whether in the actual circumstances of this area such a scheme is practicable or not can be explored satisfactorily only by the Governments concerned and the committee consider it of the greatest importance that, before a University is started, the questions should be investigated fully by His Highness' Government in conference with the other Governments concerned.

(3) If the scheme referrd to in (1) is found impracticable, the University may confine its activities, in the earlier stages of its existence, to a smaller area, but it should keep its doors open for the incorporation on equal terms of educational bodies of university standing in the wider area referred to.

The implication contained in these resolutions is that, in the opinion of the Committee, a separate University for Travancore has become necessary, but that the university should embrace, if possible, from the commencement, the areas composed of Travancore, Cochin and Malabar. The practicability of a Pan-Kerala University is to be determined by the Travancore Government in consultation with the other Governments concerned. In this view, in my opinion, the rest of the Report of the Committee is premature ; for, should, after negotiation with the other Governments, the Travancore Government arrive at the conclusion that a Kerala University is practicable, the next step would be the appointment of a Committee consisting of representatives from the three tracts to discuss and settle the details. The findings of the present Committee will not then be binding on the new Committee. I therefore suggested that the resolution that the practicability of a Pan-Kerala University should be investigated by the Government be communicated to Government, and that the consideration of the other points be deferred till the Government decided that question. The Committee is competent to do this as paragraph 20 of the G. O. empowered it to submit *ad interim* reports whenever it considered that it had reached a stage in its deliberations which would justify its doing so. In this view I was supported by Mr. Hodgson, the Director of Public Instruction and a member of the Committee. But we were over-ruled by the majority and the result is the present Report which will have to be held up until the Government, by negotiation with the other Governments, passes its final orders in regard to the establishment of a Pan-Kerala University. In my opinion, if the Government comes to the conclusion that a Pan-Kerala University is not practicable, the question of starting a Travancore University should be deferred until it became impossible to go on without taking that step. My reasons for holding this view are the following.

Travancore is too small an area for the starting of a University and its degrees are not likely to be valued outside the State. Mr. L. C. Hodgson, the Director of Public Instruction, says in his speech in the Legislative Council on Mr. T. K. Velu Pillai's resolution on the starting of a Travancore University as follows :

"There is one more important question. That is the question of finance. That I think is a very difficult matter, notwithstanding what, as Mr. G. Parameswaran Pillai reminds me, I said at the College recently, namely, that the Government spent nearly 85 lakhs at the Kodayar Project spreading it over many years and a similar thing may be done with regard to Education. But we have to remember this. In 1913 and 1918, when the question was taken up for consideration, we hoped that prosperous years will come, but now-a-days as we go on year by year each year seems to be leaner than the year before and we see never to get out of financial difficulty. The question of finance, therefore, is one which will have to be gone into. I do not agree with those who say that a University is not going to cost a lot of money. You will have to have everything of the very best obtainable. You must have the very best staff, buildings, laboratories, equipment and, in addition all those facilities, for communal life both indoor and outdoor which plays such an important part in the activities of a University. Unless you have all those things and of the very best, you will produce graduates whom the outside world will scoff at and whose degrees the world will not honour. In the case of the new Mysore University I may inform the House that the Syndicate of the Madras University refused to recognise the degrees issued by that University."

Again, in our discussions on the subject, Mr. Hodgson said that we had not the resources in Trivandrum to start a University, that better Professors, more Chairs, better apparatus for scientific studies, were required, that the English Chair was not properly filled, and that Professors of much higher qualifications were required. Father Honorè said: "We want first rate men, that is a matter of money and negotiations. We have to appeal to Europe for first rate Professors." Dr. Matthai said that Travancore is too small an area for a University and it will not command prestige.

Mr. Holland, Principal of the C. M. S. College, Kottayam, says in his answers to Questionnaire B 4: "The disadvantages of a Travancore University are: (*a*) It will be strangled by financial straitness. (*b*) It will be more parochial in its outlook than perhaps any other University in India, Travancore's geographical situation being a serious handicap in this respect. (*c*) The value of the Travancore degree will be highly uncertain. (*d*) Such a University will almost inevitably become a subordinate department of the

State. This is also substantially the opinion of a great many other witnesses. Mr. K. G. Sesha Aiyar, High Court Vakil and sometime Judge of the Travancore High Court, says in an article published by him in the *Citizen* dated the 17th September, 1923: "I would suggest that Travancore might continue its connection with the Madras University. I do not forget that, as a member of the original Travancore University Committee, I recommended the establishment of a teaching University for Travancore. Since then the constitution of the Madras University has changed from an affiliating to a teaching University; and the benefits that were anticipated for the State from the existence of a separate University may now be derived with less cost and trouble by having a new college in Madras under the new constitution of the Madras University. The University of Madras has already an established reputation and status and, under its new constitution, that University, with improved staff and teaching materials and up-to-date laboratories, ought to create a vivifying atmosphere for the healthy pursuit of Science and learning which it will do good to our students to share. Besides, by coming in living contact with the various academic activities of the newly organised Madras University, our students, as members of a constituent college in Madras, will be free from parochial narrowness and acquire a breadth of outlook which will prove a valuable asset to them in life."

On this question of the establishment of a purely Travancore University there was diversity of opinion even among the members of the last University Commission itself. The late-lamented Dewan Bahadur A. Govinda Pillai, along with Messrs. E. J. John, J. Kurian, and A. M. Muthunayagam, appended a Dissenting Note in which they say: "Just now we desire only to express our conviction that it is not wise in the interests of the young men of Travancore to adopt any measure which will deprive them of opportunities of association with men and things outside or make them feel content with University degrees which, for some considerable time at least, will not command the respect and value which a Madras degree with all its short-comings now receives. . . . . We are further of opinion that the revenues of the

State, considering the various demands thereon and the provisions already made for the purpose of Education, will not permit a diversion of funds for the establishment and maintenance of a University on the scale on which alone an institution of that kind is worth having. It is our deliberate conviction that under present conditions a University established in Travancore cannot perform its functions properly and cannot command the respect of the outside world if it is not governed and manned by men brought from outside Travancore, preferably from outside India. By the establishment at immense cost of a separate University under the present circumstances we shall be doing nothing more than substituting one foreign agency for another." Thus there is a preponderance of very valuable evidence against the idea of a separate Travancore University. The Majority Report (Chapter VIII) deals with this aspect of the question. After stating the various objections to a separate Travancore University, the Report proceeds: 'These criticisms have not gone unanswered. It has been retorted that the size of a University is not a necessary cause of efficiency and reputation. The prestige of the University is essentially a result of time and the careful nurture of traditions of high ideals and sound work. In the West, small Universities have had no difficulty in becoming famous ; on the other hand there are both in the West and in the East, many Universities which nominally serve vast areas and millions of people, but which are decidedly inferior to numerous smaller Universities in efficiency and prestige. The assumption of financial weakness, as inherent in a small University, overlooks the circumstance that in it the expenditure also will be smaller than in a large University.' I do not say that a University cannot be started in a small place or that any University started in a big place will command the respect of the outside world. It is a question of staff and equipment and, if the University should have any reputation at all and its degrees should be valued, we must have, as Mr. Hodgson says, "the very best of both." That again is purely a question of finance and my fear is that the Travancore Government unassisted cannot afford the necessary expenditure. Those who have studied the Administration Reports of the Travancore Government for the last ten years will see that the

financial condition of the State is far from satisfactory. It has been trying its level best to balance the budget. This it has been doing at the expense of the Development Departments such as D. P. W., Agriculture and medical relief. The resources of the State are also limited and there are no reasons to anticipate any large increase in its revenue. The demand of the Education Department has been increasing year after year and it rose from thirteen lakhs in 1089 to thirty-one lakhs in 1099. I take the liberty of quoting a passage from my last budget speech which will show exactly how we stand in regard to education and finance. "The expenditure on education works out at 15 per cent of the total revenue. It cannot be denied that this is a fair percentage to be spent on education. This expenditure is bound to increase still more in future, as I shall presently show, if anything like universal mass education, which is the ideal of education in all civilised countries, should be achieved. But, unfortunately, the revenue is far from showing any signs of increase. The revenue of the State reached its high watermark, *viz.*, two crores in 1097, and it then fell to Rs. 197 lakhs in 1098 and again rose to two crores in 1099. In 1100, a fall to Rs. 198 lakhs is anticipated. How far even this estimate is likely to be reached in 1100, taking into consideration the great calamity which devastated the country in recent times, is yet to be seen. While there are some departments of revenue which are capable of expansion, there are some which show decided signs of diminution in revenue. If the agitation for prohibition of drink succeeds, as it is bound to do in course of time, the receipts from excise which accounts for Rs. 24 lakhs is bound to disappear. With the advent of the Cochin Harbour our customs revenue is likely to be seriously affected. The salt revenue again cannot be considered as a steady and permanent source of revenue. The forests which were thought at one time to be an inexhaustible source of revenue have greatly disillusioned us. As has been rightly remarked by the Dewan of Mysore, the finance of Indian States is bound to be inelastic as their sources of revenue are limited. But we cannot, at the same time, starve expenditure on nation building departments like education. The total revenue of the State in 1089 was Rs. 154 lakhs, and the

net expenditure on education in that year was Rs. 13 lakhs. Thus during the last ten years, while the revenue of the State has increased only by 25 per cent, the expenditure on education has increased by 148 per cent. This shows that the situation has become very serious and that the time has come for us to consider how best to meet the expanding needs of education without starving the needs of a progressive administration of other departments.

Although we are spending such large amounts on education, we find from the distribution of expenditure that only Rs. 8,84,700 is spent upon vernacular education; the rest of the amount is consumed by vernacular higher education of boys and girls. Taking 15 per cent of the population as roughly representing the children of the school-going age, the number of children who ought to attend schools is about six lakhs. According to the latest report of the Education Department, we find that the percentage of pupils actually attending all classes of recognised schools was 59·1 and in both recognised and unrecognised schools put together 63·4 in 1098. But according to the Education Expenditure Committee, this percentage represents only the total number of pupils in attendance in the schools. All of them do not get *complete* lower grade vernacular education. It is found that at present only 45 per cent of the pupils attending Class I go up to Class IV."

Thus we find that, although our net expenditure on education has reached Rs. 31 lakhs, only 45 per cent of children of school-going age get the benefits of an elementary education. The obvious duty of the State therefore is to extend elementary education and, for years to come, it will not permit the Government to adequately finance a University scheme, nor is there any reason to believe that the Government are inclined to lavish expenditure on higher education. The recent Government Order reducing the initial pay of Professors to Rs. 300 shows how the wind blows. I must not be here understood to advocate a higher scale of pay to the present Professors of the colleges. To my mind the present scale of pay is quite ample for them. But what I say is that, if you want to get the very best Professors available, you will have to pay them liberally. The University Committee are also not prepared to

recommend a higher scale of salary for Professors. From the chapter on Finance I find that the recurring expenditure is calculated on the present scale of pay to Professors. The result of establishing a University on the basis of the recommendations of the Committee would be therefore to create a "notice-board University" which was condemned by Mr. Hodgson. The Finance chapter of the Report is also subject to other exceptions. The non-recurring expenditure on University buildings, etc., is estimated to cost Rs. three lakhs, and on colleges to cost Rs. 1,49,000 making up a total of four lakhs and Rs. 4,90,000. But this takes no account of the additional area of land to be acquired for the hostels and of buildings to be constructed for the accommodation of additional students. In regard to the area, the Committee have recommended the acquisition of a site measuring seventy acres now occupied by the Nayar brigade and they say that the buildings there with the necessary changes may be converted into hostels which would accommodate about one thousand students. In the first place, it is not stated what those changes would cost. Secondly, the acquisition of the site and the buildings would involve the transfer of the Nayar brigade to some other site where new buildings have to be constructed for the accommodation of the Commandant and to meet the needs of the brigade. Though it may be possible to obtain land for two or three thousand rupees an acre, the cost of the construction of buildings, taking into consideration the prices of materials in the present day, would be prohibitive. It is unfortunate that the Report makes no mention of this expenditure. This may cost from fifteen to twenty lakhs of rupees. Coming to hostel accommodation, it is assumed that the strength of the University might be nearly two thousand students. It is stated in the Report that hostel accommodation could be provided for students at a cost of Rs. 400 per student. Even if this were possible, the cost would be eight lakhs of rupees. But the proof of the pudding is in the eating of it. The new students' hostel in Trivandrum is estimated to cost the Government two lakhs of rupees, and is intended to accommodate 106 students averaging a cost of Rs. 2,000 per student. At this rate, the cost of providing hostel accommodation for 2,000 students would come to nearly Rs. forty lakhs. This will be roughly the non-recurring expenditure on hostels. Then we have to take into

account the recurring cost of hostels. In the year 1098, in the Caste Hindu Hostel at Trivandrum, the Government had to spend on each resident Rs. 25 per month. At this rate the recurring expenditure upon hostels for 2,000 students will be six lakhs of rupees. Besides, new colleges will have to be started for students in Arts and Sciences as well as in Medicine and Engineering. Thus, in my opinion, the non-recurring cost of a University properly equipped with libraries, laboratories and hostels would be not less than seventy-five lakhs of rupees. The recurring expenditure would be nearly ten lakhs per year. There is no use in underestimating the cost and making a leap in the dark. Once the step is taken there can be no retracing, and any false step taken will involve the Government in perpetual financial strain. No immediate necessity has been made out for making any commitment in regard to this matter. It is admitted in the Report that "it is not maintainable, though it has been argued that it is, that the University of Madras has in express terms given the colleges in the State 'a notice to quit.' Section 53 of the Madras University Act of 1923 merely lays down that the Senate shall "at the end of every five years from the passing of this Act, submit a Report to the local Government on the condition of the affiliated colleges and on the desirability or otherwise of establishing other Universities outside the limits of the University. The local Government shall lay the Report before the Legislative Council and shall take such action on it as it deems fit." This does not mean that at the end of five years the University will cancel the provision for affiliation of colleges, but it merely means that it will declare certain centres to be fit for university centres and encourage the establishment of Universities in such centres. That is certainly not a 'notice to quit.' From the discussion on the subject in the Madras Legislative Council we find that the idea was to establish a University in each linguistic area. In that case the Madras University would encourage the idea of a Pan-Kerala rather than a purely Travancore University. Further, the 'notice to quit' would apply not only to Travancore but also to Cochin, Malabar and other districts, and the presence of a common danger would induce Cochin and Malabar to co-operate with Travancore for establishing a University. Further, the next proposal of the Cochin Governmet to raise the Ernakulam second grade college to a first grade

college shows that there is no immediate prospect of the Madras University disaffiliating the mofussil colleges. There is every reason—ethnic, cultural and otherwise—for the establishment of a Pan-Kerala University. Financial considerations also support the same view. I would therefore recommend the establishment of a Pan-Kerala University and, in its absence, I would recommend that the connection of the Travancore colleges with the Madras University should be continued.

With regard to the location of the University, though I consider Trivandrum to be a suitable place for it, in view of the educational facilities it now affords, I would defer the consideration of the question until negotiations with the Cochin and British Governments are completed. If a Pan-Kerala University is possible only if the University is located in a more central place I should be prepared to abandon Trivandrum as the university centre. In the view I have taken, it is unnecessary to consider the other points raised in the G. O.

K. PARAMESWARAN PILLAI.

APPENDIX A.

A

1. Is the line now drawn between the University and the schools. drawn at the correct point? If not, where would you draw the line?

2. What is your opinion of the nature of the work now done in the Intermediate classes as regards its being really University work?

3. (*a*) Would you favour Collegiate Schools like those in Mysore, instead of the present Second Grade Colleges?

(*b*) If so, what would you suggest as to the length of the further course in such Collegiate Schools and as to the content and character of the instruction to be imparted in them?

4. What is your opinion of the merits and demerits of the affiliating system, as judged by the experience of your College, as an institution affiliated to the University of Madras?

5. (*a*) Are you satisfied that instruction in our Colleges in South India encourages the able student to make the best of his abilities?

(*b*) Would you suggest any improvements?

6. Kindly state the *net* recurring and non-recurring expenditure of your College for the past ten years?

7. (*a*) Are you satisfied that the equipment of your College is fully adequate for University work in the several grades and departments now open in your institution?

(*b*) If not, and if more funds were available, in what way would you propose to improve the equipment?

(*c*) What would be the probable cost of carrying out your scheme?

8. (i) How much does it cost a student of your College to live in (*a*) your Hostel, (*b*) in supervised lodgings, and (*c*) in messes outside, for food, lodgings and contingencies?

(ii) Do you consider that your students maintain their health and efficiency? If not, why not?

9. (*a*) Do you consider it possible or desirable to increase the fees now charged by your College for Tuition, Library, Laboratory work &c.?

(*b*) If so, what additions would you suggest?

10. Could you kindly describe the provision which exists in your College (1) for the convenience of members of the staff and of students in the way of common rooms, tiffin rooms, and private rooms (2) for the physical culture and the games of students and the staff?

11. What arrangement has been made by your management for the provision of residences to members of the college staff in the vicinity of your institution?

12. How many volumes are there in the Library of your College?

Will you kindly give the figures in relation to the several subjects of studies pursued in your college?

Please state the expenditure incurred for each of the past ten years (1) in the purchase of books and periodicals, (2) in Establishment and administrative charges for the Library, and (3) in binding.

B.

I

1. How far is the present system of University Education in South India properly adjusted to the physical, mental, moral and aesthetic needs of students of both sexes? And how best can we meet them?

2. It has been stated that University training at its best involves that the student should be placed under the personal guidance of teachers of recognised ability and standing in their subjects, that both the students and the teachers should have access to properly appointed laboratories and adequate libraries, that there should be a large degree of freedom of teaching and of study, and that teachers should have leisure in order to enable them to pursue investigations in their subjects.

Do you accept this view?

If you do, please state whether, in your opinion, these ideals are attainable in a University established in Travancore, and how they can be ensured.

3. How far does the existing system of instruction in our Colleges encourage, in your opinion, the able student to make the best of his abilities?

Would you suggest any improvement in the system?

II

4. (*a*) With reference to the alternative schemes outlined in paragraph 15 of the Proceedings of the Government of His Highness the Maharaja of Travancore, No. 276 of 23, dated the 15th April 1923, will you please state which of the alternatives you would recommend, with your grounds for making the recommendation?

If you are not in favour of any of these three alternatives, what other alternative would you suggest, and on what grounds?

(*b*) Will you kindly state how your opinion with regard to these alternatives would be affected by the following considerations:—

(i) The existence of a common language.

(ii) The existence of a " Cultural Unity. "

(iii) The need for efficient administration.

5. If it is decided to extend the scope of the new University beyond Travancore, what inducements will there be for a College outside Travancore to associate itself with the new University, rather than continue its connection with the University of Madras?

III

6. Are you in favour of a University of the unitary type?

What are the circumstances which might make such a type desirable?

Do these circumstances now exist in Travancore, the neighbouring State of Cochin and the adjacent British Districts of Malabar and Tinnevelly, all taken together or separately?

7. If you are in favour of a Unitary University, would you form it.

i. (*a*) by reorganising and extending the existing resources at Trivandrum, or

(*b*) by organising fresh resources in some other centre, or

ii. Would you consider the resources that now exist at Trivandrum to be sufficient *to begin with* for the formation of a Unitary University?

8. Do you think it possible, with reference to the area mentioned in Question 6 generally and with particular reference to Travancore, to combine the advantages of a unitary and an affiliating University? If you do, what methods would you suggest to achieve this object?

9. (*a*) If you are of opinion that the new University should be a Unitary University, what are the chief considerations with reference to which you will fix its location?

(*b*) If you are of opinion that it should be wholly or partially an affiliating University, what are the considerations which will weigh with you in determining its location? What practical difference would it make, where the central offices of the University are located?

10. Do you consider Trivandrum a suitable place for the location of the head-quarters of the University? If not, why not? What other places would you suggest and for what advantages?

11. If you are in favour of an affiliating type of University, could you indicate in what respects the position of a college in the Kerala country, or Tinnevelly which joins a new University of this type located on the West Coast, will be better than it now is, when it is affiliated to the University of Madras?

12. If you consider that Trivandrum is not suited to be the seat of a Unitary University, would your objections be met by the location of such a University on an easily accessible site *near* Trivandrum, such as Aruvikkara mentioned in para. 4 of G. O. No. 276, dated the 15th April 1923, which would allow of the erection of suitable buildings for colleges, hostels, halls, offices and residences of teachers and students, the expansion of the activities of the University, and the growth of corporate university life?

13. If you are not in favour of locating the University at Trivandrum or an easily accessible site near it, what other place or places in Travancore would you suggest?

14. If you are not in favour of a purely unitary or a purely affiliating type of University, or of a compromise between these two types, what other type of University would you suggest for adoption?

15. Are you in favour of a federal type of University? If you are, would you locate it in one centre or in different centres?

16. Are you in favour of a Teaching and Residential University? If you are, will you kindly state your reasons?

IV

17. Are you satisfied that the education now given in our English Secondary schools ensures an adequate foundation for University courses of study?

If not, what improvements would you suggest ?

18. Would you begin university work after the stage now represented by the Intermediate Examination? What advantages do you anticipate from accepting this proposal? Would you suggest any alteration either in the character or the duration of the present Intermediate Course of the University of Madras, if the University courses of study are to begin after the Intermediate stage ?

19. What should be the relation, in your opinion, of the University to institutions preparing students for University admission? Should the University exercise *any* control over them, and, if so, in what ways and to what extent ? Who should conduct the entrance examination to the University ?

V

20. Are there any particular studies, scientific or humanistic, for which Travancore or Kerala offers special facilities, and which the establishment of a University in Travancore might help to develop?

21. Would you consider the encouragement of independent research in any Indian problems by its staff and its alumni a chief aim of the new University ?

If you do, will you suggest some of the problems that should form the subject of investigation and the facilities that the University could provide for the research ?

22. Are there any special measures that the University might adopt to improve the study and teaching of the Vernacular and any of the classical languages of the East ?

23. Would you suggest the provision of any special arrangements in the new University to advance Oriental Studies ?

24. (A) Do you consider that any modifications should be made in the scope and the character of the education now given in the existing Sanskrit Colleges before they can be brought within the purview of the proposed University ?

If so, will you indicate them ?

(B) Do you consider that the proposed University should bring within its purview institutions training students in the Ayurvedic system of medicine, with or without modifications in their scope and character ?

25. Are there any branches of study not at present provided for by the University of Madras, which should, in your opinion, be introduced into the new University? Will you support your recommendation by giving your reasons?

VI

26. Do you consider that the courses of studies open to women in the new University should in any way be different from those prescribed for men? If you do, please indicate the changes that you propose and the grounds for your recommendation?

27. To what extent and in what directions will special facilities have to be provided in the new University for its women students? Do you consider that it would be necessary to provide increased residential accommodation and facilities for physical training for women students, or to make residence in hostels and games compulsory for all women students?

28. Are there, in your view, any special difficulties in the way of the higher education of our women which are not at present adequately met? Will you state them and make your suggestions as to how they may be met?

VII

29. Are you in agreement with the constitution outlined in Section VII of the Interim Report of the last Committee? If not, what changes or modifications would you suggest?

APPENDIX B.

INTERIM REPORT OF THE TRAVANCORE UNIVERSITY COMMITTEE.

SECTION I.

PRELIMINARY.

Introduction.

1. The Government of Travancore, by its Order E. 3983, dated 23-11-1917 appointed this committee to enquire and report "whether a University adapted to local conditions and environments should be constituted." The Committee, as originally constituted by Government, consisted of 16 members besides the Chairman. The Committee regrets the death of Mr. A. R. Rajaraja Varma, the distinguished Professor of Sanskrit and Dravidian Languages, whose place, the Committee feels, could not be easily filled.

2. The Dewan, when he opend the proceedings of the Committee on 20-2-1918, said that "the utmost freedom will be allowed for the expression of individual views and every shade and colour of opinion will receive full consideration at the hands of Government." The Committee has now reached a stage when it is desirable that an interim report of its work should be submitted to Government and the opinion of Government solicited on the outlines of the scheme suggested before proceeding farther with its deliberations and elaborating details of this scheme.

SECTION II.

THE PRESENT CONDITION OF UNIVERSITY EDUCATION IN THE STATE.

Number of Colleges in the State.

3. There are at present three colleges preparing for University degrees in the State. Three others prepare candidates up to an Intermediate stage. There is one other institution, the Sanskrit College, which is not connected with any University at present, but which might be incorporated into a local University if one existed. Should the Government at any time open central institutions in Medicine, Agriculture Forestry, Technology and Commerce, these schools, when started might also be incorporated in the University.

4. On the 10th August 1919, the number of students attending the three colleges under Government management was 636 in the Arts College, 71 (including 47 Undergraduates) in the Training College, 260 (including 104 Pleadership students) in the Law College.

Number of students.

5, The total number of students attending the three second grade colleges is 409 (including 80 girls in the Girls' College). In the Sanskrit College, there are 95 students, but of these only 55 are of the collegiate grade.

Number of Students who might join.

6. Thus there are about 1,225 students reading for a full degree in Travancore Colleges, and 191 students reading for diplomas. In addition to these, there are many Travancore students (as many as 233 in 1917-18) reading in colleges outside the State.

7. The number of students and the variety of the work of a university standard done in the various institutions would in the opinion of the Committee justify the establishment of a University in Travancore.

Variety of work.

SECTION III.

The Type of University Preferred.

8. The various colleges situated within the State are now affiliated to the Madras University with its head-quarters located at a distance of about 600 miles from them, and as colleges they have no representation on the governing bodies of the University.

Type of University to which State Colleges are at present attached.

9. Though the State and the colleges in it have derived advantage from their connection with the University of Madras, yet the distance of the head-quarters of the University, the want of constant co-operation between the University and the colleges in the State, the inability of the State colleges to make their voice heard in the University, the little benefit which students in the State colleges derive from University institutions such as the University lectures delivered outside the State, the University Library and the Students' Club, the holding of some of the examinations in Madras only, and the tendency to concentrate University activities in the city of Madras, are among the reasons that lead the Committee to recommend the establishment of a local University for Travancore. They also lay stress on the fact that the type of University of which Madras is a prominent example has not proved satisfactory.

Disadvantages of this connection.

10. The small area of the State, the number of students of University grade which the State itself can contribute, and the accessibility of the proposed University centre, all point to the fact, that University education within the State may very conveniently be concentrated in one locality and the Committee after discussing various proposals arrived at the conclusion that this locality should be as near the capital of the State as possible.

Advantages of concentrating University education in the State.

11. The Committee also discussed the question whether the proposed University should consist of colleges under different management all situated in the same place and incorporated in one University or should consist of one central University institution in the different departments of which all teaching should be concentrated, and concluded that it would be of great advantage to have a central institution, in the different departments of which all teaching might be concentrated, each department or several departments conjointly preparing students for the various degrees that might be established.

One Central Institution.

Advantages of a central institution.

12. The advantages of this type of University are as follows:—

Firstly, the University proposed will mainly serve the needs of the State and even after years of work, it will be a comparatively small institution.

Secondly, the proper University *esprit de corps* and ideal can be created only by the concentration of all University work in one locality. For the creation of this spirit and ideal close association of Undergraduates and Post-graduate students with each other and with the Professors and Lecturers is essential and this can be gained only by concentrating all University work in one locality.

Thirdly, the sports and games that could be organised within the University would, besides affording proper physical culture, aid largely towards the formation of character.

Lastly, a most important advantage of this type of University is that it is financially economical. It secures this economy by avoiding all unnecessary duplication of equipment and human agency. In the same way as University teaching is centred in one institution, all equipment and teaching for a single subject will be centred in that

Financially economical.

department; *e. g.*, the department of Chemistry can afford the training necessary for students taking Chemistry for their degrees in Arts or Science as well as for students taking Chemistry as part of their courses in Medicine and Engineering. Similar arrangements can be made for other departments also. This concentration of work in each department will enable the University to afford to pay for the services of able professors and thus provide the first condition necessary for efficient work in the University. It will also be, in this manner, possible to arrange for the funds at the disposal of the University being spent to the best advantage of the various departments.

University of unitary type recommended.

13. From the above, it will be clear that the Committee recommends the establishment of a University of the Unitary type in which all its teaching is given in the various departments.

SECTION IV.

Site and Residence.

Residential system.

14. The type of University recommended by the Committee will concentrate all University students within university premises. It will also demand the residence within university precincts of all those that may be engaged in teaching in the University. In deciding upon the Residential system, the Committee gave full consideration to the difficulties involved in it, such as those arising from the age, sex, etc., of the students, but concluded that, notwithstanding the difficulties involved in it, the Residential system was the best. The above proposals necessitate the acquisition of at least 1,000 acres for the purpose of the University.

Vast space required.

Inadequacy of area in present localities.

15. The existing colleges of the University standard are situated in thickly populated parts of the town and the total acreage at the disposal of all these colleges (including the Girls' College) together is only about thirty acres. Additional land in the immediate neighbourhood of any of these colleges, even if it could be acquired, would involve enormous expense. Therefore the Committee decided to look for a suitable site outside the town and yet near it. Several sites were inspected and finally a site situated beyond the seventh mile-stone on the Main Road to Nedumangad, named by the Committee the Aruvikkarai site, was approved as the most suitable. From the map of the site appended to this report, it will be

New site selected—Its situation and name.

seen that this site has various advantages. In the first place, most of it is elevated ground. Secondly, it is thinly peopled and little cultivated. Thirdly, it is in extent nearly 1,875 acres, which area will afford ample space for all immediate University purposes and allow for future expansion. Fourthly, the selected area contains a large amount of building material. Fifthly, this area lies within the two rivers, Karamanai and Killiyar thus affording an unfailing water-supply and ensuring a satisfactory drainage system. It will also be possible to erect within the area a power station to be worked by water power, to create sufficient electricity for lighting the area and for other purposes within it. Lastly, the site is so situated that the University area can be extended at a moderate cost at any future time.

Advantages.

16. Though the site is situated beyond the seventh mile from the Trivandrum Main Fort Gate, yet the Committee does not consider the distance so great as to make it impossible for professional students to come to town. Medical students who want to come to the Hospital for clinical studies, Law students who may have to attend courts of law to watch cases, or students in the department of teaching who may want to attend a high school for practical work, or Engineering students who may want workshop practice, will easily be able to reach these places.

Within easy reach of hospitals, courts, workshops and schools.

17. One other consideration that weighed with the Committee in the choice of the site was the probable moderate cost of acquisition as compared with that of other sites inspected.

Moderate cost of acquisition.

18. The Committee suggest that, if the Government agree with them in thinking that the area selected is suitable for the purpose intended, the Government might by notification prohibit the further registry of all unregistered land comprised in the proposed block. It might also notify that the land is likely to be needed for a public purpose and order preliminary investigation for its acquisition.

Suggestion to notify acquisition of this site.

19. The extent and situation of the site afford ample scope for the establishment of proper Residential Halls for all students—including women.

20. The advantage of a Residential University on a site such as that proposed in the report is that the students will be weaned from unwholesome influences, both physical and moral, such as exist in towns, and placed in surroundings conducive both to physical health and the formation of good character.

Other advantages.

SECTION V.

A Central University College with Halls of Residence.

21. It is desirable at this stage that the Committee should explain in some detail the organisation by means of which it is proposed that the University should carry on its work. It has already been pointed out that the more formal teaching—lectures and laboratory work—will be organised by departments constituted for each subject; and it is likely that many of the classes, especially the Intermediate classes will be very large. It will therefore be necessary, in order to secure a more intimate relationship between students and teachers, to organise a system of tutorial work. It is proposed that the tutorial work should not be organised by departments, but should be built into and form an integral part of the residential system. The Halls of Residence will not be buildings in which the students merely sleep and have their meals but the students will be expected to do a great deal of their work there, especially those whose studies do not involve practical work. If this work is organised on a reasonable system, it should be possible to reduce the number of lectures and the amount of formal class teaching very considerably. The tutors responsible for this work in the Halls will, in many cases, have no teaching work elsewhere in the University. Their activities will be confined to the Halls, but there, their work should include their taking part in all the other activities of which the Halls will be centres. The wardens of the Halls should be teachers of high standing in the University. For all social purposes, the Halls will be the units and in many respects they should be self-contained. They should have their own libraries, and playing fields, and generally be so constituted and managed that the students will feel first and more immediately their allegiance to them and later when their minds broaden they will be able to appreciate and be influenced by the larger concepts of a University and university life. For the purpose stated above, it is necessary that the

University College and Halls of residence.

Tutorial work—part of residential system.

Halls also social units.

Halls should be fairly small and we propose that, on an average, they should provide for 100 (one hundred) students each at most. This system of organisation will provide opportunities for the continuance of the good work in University education which the Church Mission Society and the London Mission Society have been engaged in for so many years. Instead of maintaining colleges complete, as far as they go, in all respects, they should be encouraged and helped to establish and maintain Halls of Residence and staff them, their students joining with the other students for all formal teaching and practical work in the University lecture rooms and laboratories.

Size of Halls.

22. It will also be possible for other communities to organise Halls of Residence to which students may be attracted by special features which may appear to them desirable. In this way, the University, whilst setting and maintaining standards in all necessary common things, will allow and provide for diversity in religious and social customs.

SECTION VI.

ENTRANCE, DEPARTMENTS AND DEGREES.

23. A question which was very seriously considered by the Committee was as to how admissions to the University should be made. The existing system in the Madras University by which thousands of pupils from schools are allowed to matriculate, who, as events prove, have little or no chance of completing their University course, was considered unsatisfactory. To avoid these evils resulting from the different aims of School Leaving Examinations and University Entrance Examinations, it was decided that the proper authority for deciding the necessary qualifications for admission to the University was the University itself. The Committee therefore resolved that admission to the University should be by means of a Matriculation examination conducted by the University and that this examination should be a test of general education.

24. In this connection the Committee desire to point out that the provisions for the teaching of Science in schools is not satisfactory.

25. The various departments of the University should provide instruction in :—

Departments.

1. Languages—Modern and classical. Modern languages include English and Dravidian languages, and classical languages include Sanskrit.

2. Mathematics, pure and applied.
3. Chemistry, pure and applied.
4. Physics.
5. Natural Science—including Botany, Human Physiology, Zoology and Geology.
6. History.
7. Geography.
8. Economics.
9. Philosophy.
10. Law.
11. Teaching.
12. Medicine.
13. Engineering.

Degrees and diplomas.

26. The Committee is of opinion that the University should provide courses and examinations for degrees in Arts and Science, Law and Teaching. For the Arts and Science degrees, they also propose an Intermediate examination. Course and examinations should also be provided for diplomas in Medicine and Engineering and facilities should be provided for research in Agriculture and Forestry and for Industrial research.

27. University courses of studies in Agriculture, Forestry, Technology and Commerce should be undertaken when schools dealing with these subjects have been fully developed.

SECTION VII.

Constitution of the University.

University self-governing. Consist of.

28. The Committee resolved unanimously that the University should be self-governing and that it should consist of the Chancellor, Vice-Chancellor, an Academic Body, an Executive Body, a Legislative Body, and the Convocation. There will also be a students' representative council besides.

Chancellor and powers.

29. The Committee propose that H. H. The Maharaja should be the Chancellor exercising the powers of a visitor *viz.*, to direct inspections of the University, its buildings, laboratories and every equipment and also enquire into the examinations, teaching and other work of the University.

30. The Vice-Chancellor, who will be the chief executive officer of the University, should be appointed by the Chancellor. He should be a whole-time salaried officer of high academic attainments and of proved administrative capacity. In the opinion of the Committee, great importance attaches to the choice of a proper man for the post of Vice-Chancellor, as he will be the chief connecting link between the executive body and academic body, and on him will depend the smoothness of the working of the University machinery.

Academic body to consist of—and functions.

31. The Academic Body should consist of " the Vice-Chancellor and members of the several teaching activities of the University and others who may be co-opted by the academic body ". For purposes of actual work, this body will be divided into various Faculties and Boards of Studies. This body will sanction the courses of study, will be responsible for the efficiency of the whole of the teaching, will organise and control the necessary examinations and make recommendations for degrees (except honorary degrees). It will also be competent for this body to initiate proceedings regarding the institution of new branches of study, new examinations and diplomas and degrees for the same. It will also carry out such other work as may be entrusted to it by the Executive body.

Executive body—composition, qualification and functions.

32. The Executive Body of the University should consist of " the Vice-Chancellor ; Representatives of the Academic Body: members nominated by Government; members co-opted by the body itself; and representatives of the Legislative body; the total of all these members not to exceed 12.

33. It is essential that this body should be small and consist of men really interested in University education. The members should also be men of business capacity.

Functions.

34. The powers of this body will be, to draft new statutes for the consideration of the Legislative body, to frame the annual budget of income and expenditure and to hold itself responsible for the finance, investments and accounts of the University, to determine upon the terms of admission to the University, to determine the fees payable to the University, to determine the terms of appointment, tenure, salaries, etc., of all officers of the University including Professors, Lecturers, &c., to appoint external examiners, to provide and regulate for scholarships, Fellowships,

Prizes &c., to frame rules of discipline within the University, to arrange for the erection and maintenance of all University buildings and Residential halls, to recommend the institution of new degrees, to arrange for research work in the University, and to exercise a general control and supervision over all kinds of University work.

Legislative body—Composition and functions.

35. The Legislative body, the body corporate of the University, should be composed of "the Chancellor; the Dewan; the Chief Justice; the Director of Public Instruction; all members of the Executive body; members nominated by Government; members elected by municipalities jointly; members elected by the Popular Assembly; Representatives of Registered Graduates; and Representatives elected by Graduate teachers of Secondary Schools." Its functions should be limited to the granting of sanction to proposals submitted to it by the Executive body and to the suggesting of new lines of work in the University. Its chief work should lie in popularising University education in the State, by spreading correct ideas about it and by removing misconceptions, in securing endowments, and in general creating an intelligent interest in the University. It will also bring to the notice of the University the special needs of the people.

Convocation and functions.

36. The Convocation, which should consist of "the Chancellor, the Vice-Chancellor, the members of the academic body, the members of the faculties, and the registered graduates of the University" has powers of discussion and pronouncement of an opinion on all matters connected with the University.

Students' Council and functions.

37. The Students' Representatives Council forms part of the University organisation in as much as it has the right to represent officially to the Vice-Chancellor the needs of the students.

SECTION VIII.

UNIVERSITY BUILDINGS.

Buildings.

38. In the University, the following buildings will be necessary:—University offices and Graduation Hall, Lecture Hall, Laboratories with special provision for research work, Libraries, Museums, Quarters for Professors, Lecturers, &c., Residential Halls, Gymnasia, Student's Union Buildings, Quarters for Sports Unions, Clubs, University Press buildings, Hospital, Co-operative Stores, Post and Anchal Offices, &c., &c.

SECTION IX.

FINANCE.

Maintenance by Government.

39. The Committee has no reasons to hope that endowments of any value would be forthcoming at the initial stages. When the University has established itself and the people of the land have begun to enjoy the benefits it could confer on them, then endowments may slowly come in, but till they accumulate and produce an income equal to the expanding needs of the University, the funds for its organisation and upkeep have necessarily to come from the coffers of the Government.

Suggestions for endowment.

40. The Committee would here suggest that the Government might endow the University by handing over to it lands, in different parts of the country, which ought to be of increasing value and which might be leased out and the proceeds used for University purposes.

SECTION X.

CONCLUSION.

41. Finally, the Committee is of opinion that the present condition of education in the land warrants the establishment of a University of the type described in the above pages.

DISSENTING MEMORANDUM.

We are unable to subscribe to the main recommendation of the Committee set out in the last paragraph of Sections, II and III and in Section X of the Interim Report. We propose in this Memorandum to state briefly the grounds for our dissent.

The type of University sketched in the report "A University of the unitary type in which all its teaching is given in the various departments" is perhaps ideally the best. The Report of the Calcutta University Commission has since been published, though it has not yet become available to the public. We have not had an opportunity of studying that report; and we should prefer not to commit ourselves finally to the type proposed and the details thereof as set out in the Interim Report, till we have considered the criticisms and recommendations of that distinguished body. We desire to reserve to ourselves the right to revise the present conclusions of this Committee in the light of those criticisms and recommendations.

It may be, as our colleagues say, that, should this State create a University of its own, there will be no lack of students seeking admission. But it seems to us a matter of serious consideration whether the creation of a separate University by this State whose main functions will for a long time at any rate consist in teaching and granting degrees only in those faculties which are deemed to qualify for the public service will conduce to the promotion of the permanent interests of the community or of the students. In our opinion, there is really no need at present for creating, at the immense cost which the establishment of a separate University will entail, additional facilities for higher education of the literary type. Nor do we think it desirable to largely swell the number of lawyers, with a possibility of a more restricted area for the practice of their profession. Our present connection with the University of Madras more than meets the requirements of the public service and of the legal profession in this State.

Before recommending the creation of a separate University for Travancore, it is necessary, we think, that we should consider and determine certain aspects of the matter which do not appear to have received the attention of our colleagues but which in our opinion they deserve. We propose to refer to some of them with a view to justify our position that at present there is no necessity for the creation of a separate local University.

In a matter of such importance and significance as the establishment of a University for Travancore, it is not inappropriate to consider whether there is on the part of the community in general or any considerable section of it, any real or genuine demand therefor. The people of Travancore are, we think, competent to form a fairly accurate estimate of their requirements and to give adequate expression to their convictions. On the subject of the necessity for a separate University for their peculiar benefit, the people of this country are as capable of forming an opinion as some of us. What strikes us in this connection is that, outside the Committee of which we have the honour to be members, there does not appear to exist any demand on the part of any section of the people for a separate University for this State. On the other hand, we know that there is a considerable volume of opinion adverse to the creation of a local University. We took some pains to consult the views of several leading men in Travancore who by reason of their position and education are entitled to speak with some measure of authority on this question. We are not surprised to find that there was little or no desire, and enthusiasm at all on their part for a University for Travancore. The leading newspapers of the country, both English and Vernacular, have, since the constitution of this Committee, expressed themselves as opposed on various grounds to the idea of this State establishing a University of its own. Very few people in Travancore desire or demand a separate University. At the sessions of the Sri Mulam Popular Assembly, we are aware, there have been on several occasions representations on the subject of establishing more colleges, especially for one in Central Travancore; but there has not been any definite demand for the creation of a separate University in the discussions in the Assembly. It is worthy of note in this connection that in the Assembly throughout its sessions the Government have been requested to provide facilities for agricultural, industrial and technical education as distinguished from purely literary education. We are convinced that there is nothing like a demand on the part of the people of Travancore for a separate University, that there exists a considerable volume of opinion against the proposal, and that the grounds on which such opposition is based are not unreasonable.

In paragraph 9, Section III of the Interim Report, our colleagues have set out succinctly the grounds which led them to recommend a separate University for Travancore and the consequent severance of our connection with the University of Madras. While acknowledging the advantages derived by the State and the Colleges in the State from

that connection, our colleagues are of opinion that the establishment of a local University for Travancore should be recommended on grounds which have reference either to the disabilities of the teaching staff or of the students in Travancore colleges. Owing to the distance of the head-quarters of the Madras University, it is said, there is absence of constant co-operation between the University and Colleges in this State, and that these Colleges are unable to make their voice heard in that University. Students in Travancore Colleges, it is further stated, derive little benefit from institutions such as University lectures delivered outside the State, University Library and the Students' Club; while they are put to inconvenience by holding some of the examinations in Madras only. On the disabilities of the teaching staff, we note that the Director of Public Education in Travancore is a member of the Syndicate of the Madras University, that our educationists are represented on the Senate, Boards of Studies and Boards of Examiners in that University. Three members of the local college staff have served on the University Commission for inspection of affiliated colleges and two have been appointed to deliver courses of University lectures. It seemed to us that opportunities for a fair measure of co-operation do exist and that Travancore educationists are not without facilities for making their voice heard in the councils of the University of Madras. In this respect, Travancore colleges and Travancore professors labour under the same disadvantages, but possibly not to the same extent, as other affiliated colleges situated outside Madras. They are incidental to the constitution of a University like that of Madras. We do not understand our colleagues to suggest that there is any differential treatment of Travancore Colleges by the University of Madras. Turning now to the detriments our students labour under, these are neither formidable nor insurmountable. We do not see any great difficulty in the way of establishing a Students' Club in Trivandrum, or in arranging for University lectures being delivered in Travancore, or in the matter of providing requisite books and other publications in the local College Library, or in affording further facilities for students who may desire to use the Public Library. With regard to certain examinations being held in Madras only, Examinations for the Bachelor's Degree in Arts and in Law and for Licentiate in Teaching are held in Travancore and the number of Travancore students who are compelled to proceed to Madras is not considerable. It may well be asked why Travancore Professors and Travancore students should submit to these disadvantages, such as they are, when, by creating a University of our own, it is

possible to avoid them. There is more than one answer. The cost of establishing and maintaining a properly staffed and equipped University is not the least important of the answers. This question of finance, we propose to deal with separately. Just now we desire only to express our conviction that it is not wise in the interests of the young men of Travancore to adopt any measure which will deprive them of opportunities of association with men and things outside or make them feel content with University degrees which, for some considerable time at least, will not command the respect and value which a Madras Degree, with all its shortcomings, now receives. The matter will of course be different if, by circumstances beyond our control, we are compelled to sever our connection with the University of Madras. Should the University of Madras among whose benefactors the Royal House of Travancore occupies a very high position, for some imaginable reason decide not to serve this State, a question of real necessity will arise for this State establishing a separate University. We are not aware that such a contingency is imminent. Even in such a case, the question may well be raised whether the idea should not be to create a University for the whole Malayalam-speaking people taking in another Indian State and at least one British District. We refrain from further pursuing this question as it is outside our present instructions. We are not satisfied that our connection with the University of Madras places our teachers or our students in a position of such serious disadvantage as will justify us in agreeing to the recommendation of our colleagues to establish a separate University.

We are further of opinion that the revenues of the State, considering the various demands thereon and the provision already made for the purpose of education, will not permit a diversion of funds sufficient for the establishment and maintenance of a University on the scale on which alone an institution of that kind is worth having. In the course of our discussions, we were more than once told by the Chairman that we need not trouble ourselves with the question of finance. We are unable to agree with this view of our duties. The Government have asked us to give a clear idea of the financial aspect of the proposals, and to make our proposals with reference to local conditions. Even at the stage at which the deliberations of the Committee have now reached, and an Interim Report recommending the establishment of a University is decided on, the Committee should, in our opinion, indicate in the report at least roughly the outlay which their proposals will entail. We take

it further that it is within the scope of the instructions of the Government, to consider and report whether, in view of the financial position of this State and the several and growing demands thereon in other directions, the money required for founding, equipping and maintaining a University on proper lines can legitimately be diverted from the general income of the State. The Committee have not considered these questions, but the Secretary has for the information of the members submitted a "note on the financial requirements of the proposed Travancore University." This note which does not err on the side of extravagance provides for a capital outlay of 61 lakhs and a recurring expenditure of 11 lakhs of Rupees. This latter capitalized at three-and-a-half per cent. works out to three hundred and fifteen lakhs of rupees. In our opinion such large sums cannot legitimately be diverted for purposes of University education of the more or less literary type. In the matter of education, it is a truism that the main duty of the Government lies in the direction of providing elementary education. Secondary and vocational education has the next claim on State funds. The annual expenditure on Elementary Education is steadily on the rise and must continue to increase with the introduction of better methods of teaching and the appointment of more qualified teachers. Manual training and instruction in the elements of agriculture will have to be added to the curricula of Elementary Schools. The very unsatisfactory results shown by the Secondary School Leaving Certificates indicate grave defects in the system of secondary education. Surely a scheme of education whose final test after more than ten years of teaching declares the large majority of students unfit for admission into Colleges and fit for nothing else should be gravely at fault. It is of the utmost importance that the defects in the system should be discovered and remedied before the establishment of a University is taken up for serious consideration. We find from the summary of the report of the Calcutta University Commission that that distinguished body have condemned the whole scheme of secondary education in Bengal. It is probable that a study of that report may suggest several important modifications in our system of secondary education. In regard to vocational education, no serious attempt has been made in this State to train our young men in Industry, Commerce, or Technology, so that the people of this country may be enabled in some measure to take to pursuits which at the present time are in the hands of strangers and therefore controlled by people from outside Travancore. These are a few of the directions in the field of Education itself from which demands

from the State revenue are likely to be made in the near future, and those demands, it is the duty of the State to meet promptly and adequately. The establishment of a separate University may, in our opinion, be deferred till the more clamant needs, educational and otherwise, are met, or till this State is compelled by circumstances beyond local control to create a University of its own.

It is our deliberate conviction that under present conditions a University established in Travancore cannot perform its functions properly and cannot command the respect of the outside world, if it is not governed and manned by men brought from outside Travancore preferably from outside India. By the establishment at immense cost of separate University under the present circumstances, we shall be doing nothing more than substituting one foreign agency for another.

These are briefly some of the grounds which have compelled us to dissent from the view of our colleagues on the Committee. In addition, we think that the Government should be informed that the resolution of the Committee on which the Interim Report is based was passed at a session when only 8 members of the Committee were present, of whom 3 abstained from voting. That resolution did not go further than saying, that " A University for Travancore on the lines agreed on was desirable." We would state that the bulk of the Committee's work set out in the Interim Report was done at sessions held prior to the one at which the above resolution was adopted. Apart from this, we take leave to doubt whether this resolution on the strength of which the Interim Report is in the main based, justifies the Committee in recommending the establishment of a separate University or in asserting that " the present condition of education in the land warrants the establishment of a University of the type described in the above pages. "

Finally, the Government Order constituting the Committee laid down the main duty of the Committee in these terms :—"The Committee will, besides enquiring into and reporting on the necessity for the establishment of a local University, state definitely their views" on certain matters specified therein, including among others " the financial aspect of the proposals made." The report now submitted by the Committee does not deal with either the financial aspect of the proposals therein made, or with the question of "*the necessity*" for the establishment of a local University.

For the reasons above set forth, we regret we are unable to sign the Interim Report adopted by the majority of our colleagues.

A. GOVINDA PILLAI.
E. JACOB JOHN.
J. KURIYAN.
A. M. MUTHUNAYAGAM.

DISSENTING MEMORANDUM.

I desire my signature to the report to signify only (1) that it is a true record of the work done by the Committee and (2) my opinion that, if a University be established in Travancore, one upon the plan suggested in the Report is the most suitable.

I seriously doubt the statements in Sections 7 and 41 which affirm that the present state and variety of education in Travancore warrants the establishment of a University. Also I am of opinion that the omission from Section 23 of my statement as to the point in a scholar's education at which he should apply for Matriculation is serious, as it fails to declare what should be the standard of attainment for admission to the University which, in my opinion, is one of the most serious questions with regard to University education in India at the present time, as the first part of Section 23 itself implies.

I can make my attitude towards these points clearer by a short general statement.

I am of the opinion that the present standard for admission to the University is too low and, as Section 23 says, "thousands are now admitted who have little chance of completing their course." The effect of this is bad, even upon a University of the nature of that of Madras, *i. e.*, an examining University, but the effect upon one of the nature proposed in the report would be disastrous, for within a University of the Residential and Unitary type the presence of a considerable body of unfit students would destroy the good tone of the institution.

Therefore, assuming that the standard of the present S. S. L. C. examination is *in the main* suitable at present for a School Leaving Examination, I am of the opinion that the Matriculation Examination should take place after some further period of study beyond the present S. S. L. C. Examination. I am also of the opinion that the standard of the present Intermediate examination of the Madras University is but little, if any, too advanced for admission to a University such as the report proposes. I therefore think that a course of preparation for admission to the University Intermediate between the present school course and the University is necessary. This I urged when Section 23 was first discussed (and the Report of the Calcutta University Commission has since urged the same necessity), but the Committee preferred to leave the matter undetermined. This, I think, was unfortunate, for important and very different consequences seem to follow according as the one or other of the possible ways of understanding the Section is adopted. If the Matriculation comes at the end of the present school course, two examinations having, as Section 23 says, different aims will be held side by side and will bring confusion into the school course. If the Matriculation is to be held after a further period of study, the last statement of Section 23 is, I think, open to question. The more logical position seems to be that the first examination should be the general test, and that, in the course designed as a university preparation course, the future studies of the student should be more specifically regarded.

If the Matriculation Examination takes place after a further period of study, and Section 23 may be eventually interpreted in that way, this will have a serious effect upon the number of students in the University, for it would mean that majority of the students in the present Arts colleges would be outside the University. Further, among those reckoned in the report as possible students, there are two other groups which I do not think it is wise to admit, *viz.*, students of pleadership classes and normal students who are not graduates. Neither of these groups are working for a standard of training equal to the lowest aim of the University, *viz.*, the B. A. and they, like the present large number of Intermediate students, would seriously affect the tone of the University. Reckoning as far as possible from the figures given in the report, if these students be withdrawn from the University, the number will be reduced to about 700.

I do not consider that the smallness of the number of students, 700, in itself is an argument against the establishment of a University; but that fact taken together with two other considerations does seem to me to argue against its establishment at present.

First, these 700 students belong to but a few faculties. Arts, purely literary Arts, will have the great majority. In addition, there will be apparently, about 150 law students, 25 educational students and a few, a very few, science students. Will such a University provide that intercourse of scholars (I use the term in its widest sense, including Professors) of varied knowledge which is one of the essentials of a University? In this connection, Section 25 is concerned. The list of departments in that section is the most optimistic which can be framed at present, and contains at least two faculties which, judging from the opinions expressed by members of the Committee concerned with these studies, cannot at present be formed up to University standard, *viz.*, Medicine and Engineering.

Secondly, the small number of students must be considered in connection with the cost and the present needs of the country.

Assuming that the Government could and was willing to provide the large extra cost of such a University as is suggested, would the Government be justified in doing so for such a small number of students considering the present educational and economic needs of the State? Unless a large sum were expended in maintaining faculties for science and applied science for which, it is admitted, students cannot yet be obtained, as there is not the necessary introductory preparation, and for which there is apparently very little demand at present, the establishment of the University would be fostering almost purely literary studies, the preponderance of which in Indian education is admittedly one of its greatest defects.

The commission of enquiry given to the Committee was a wide one and therefore it is not out of bounds to refer to the great need for the development of those natural products in which Travancore is so rich. The prosperity of the country depends upon this, and therefore it is very necessary that it should be carefully considered in the educational scheme of the country. But members of the Committee who are concerned with these subjects were insistent that in respect to them the educational need was work in the schools and the establishment of courses of study intermediate between the school and University course. In

addition to this educational work, they emphasized the great need of research work for practical ends. I am strongly in sympathy with these views; and if the expenditure of money upon a University will prevent adequate expenditure upon this department of education and economic development, I do not think a University is justifiable at present considering the kind of University which is now possible.

As far as my personal experience goes, there has been a remarkable quickening of interest among the people in education during the last decade, especially for elementary education, and apparently the Government is finding it difficult to keep pace with this desire in securing the building of the necessary schools and their adequate equipment. It therefore seems to me that the immediate educational problem is to foster and control this quickened interest and endeavour to turn school studies away from those purley literary and formal studies in which they are in danger of being absorbed and to direct it more towards the development of the natural life of the people and towards those forms of knowledge which will aid in the increased production of the country.

G. PARKER.

Rev. F. N. Askwith's Note.

I have signed this report not because I agree with the whole of it, but because I consider that if a University is to be founded in Travancore it should be founded, speaking generally, on the lines sketched out in the report.

18-9-19. F. N. ASKWITH.

INTERIM REPORT OF THE TRAVANCORE UNIVERSITY COMMITTEE. DISSENTING MINUTES.

I wish to dissent from the report on two important points :—

1. *The proposal to admit students to the University by a Matriculation Examination.* Page 6, Section VI, para. 23.

By Matriculation Examination I understand such an examination as is conducted by the Madras University.

1. I do not consider that such an examination is suited to the country and I think that in many respects the S. L. C. examination is far better suited. Before the S. L. C. examination was introduced, the Madras University Matriculation examination was the standard up to which High schools worked rather than the standard of admission to the University. All the boys of Form VI aspired to appear for the examination ; most of those who passed went on to a University course, some got employment on their certificates, whilst those who failed got no certificate whatever and could merely claim to be "failed matriculates;" there were various grades of them. These "failed matriculates" found it very difficult to get employment, and they appeared for the examination again and again, one year failing in one subject and the next year in another subject, and, if they did not pass eventually as many of them did not, they had nothing to show for their money in the way of a certificate.

2. I do not consider that the S. L. C. system is perfect by any means, but I think it can be greatly improved. It has the advantage of enabling boys who are not found fit for a college course to get employment in subordinate positions on their certificates. I think that, if it were improved, it would be capable of providing a very good test for admission to the University, if the University authorities had some voice in conducting the examination.

3. I do not think it would be possible to run both of these examinations. In this country a boy cannot give up his ambition of a University course until he has failed and cannot possibly appear for the entrance examination again. I fear that if we have a Matriculation and also a School Leaving Certificate examination, all the boys will want to appear for the Matriculation examination, and when they have gone

through their course for that examination and have failed, it will be necessary to start a fresh course to secure a S. L. Certificate, which alone will secure them subordinate positions, and this will be very difficult.

II. *Is it desirable to found such a University in Travancore?* Page 9, Section X, para. 41.

1. I think there is no justification for founding a University in Travancore unless it is more or less on the lines proposed in the report.

2. Such a University may be said to be an ideal University, but I have grave doubts as to whether it is suited to Travancore and whether the scheme is practicable. It would certainly raise the cost of a college course to many students and perhaps it would make such a course prohibitive, and on this account it is difficult to see how the scheme could be popular.

3. The Committee has not yet considered the financial side of the scheme, but one can recommend the founding of such a University only if there are ample funds in the country to be used for educational purposes. This University will be very expensive; and, if it is to be founded at the expense of secondary and vernacular education, the result will be very detrimental to the interests of education in the State. In my opinion, English and Vernacular schools even now require much more to be spent on them for buildings, equipment and staff, and I think that before embarking on this expensive scheme it would be well to build from the bottom and to greatly improve the foundation.

4. I doubt whether Travancore has advanced sufficiently yet for a University to be maintained at the level which would be aimed at; and hence I am of opinion that it is better to work for the founding of a University than to found one at present. If Government approve this scheme in general, I recommend that it be carried out in a modified form with affiliation to Madras University at present, and that it be developed gradually, and then in the ordinary course of events a separate University will come into existence later.

Kottayam,
18-9-1919.

F. N. Askwith.

Note by Dr. S. G. Barker.

I sign the report with the reservation that in my opinion Section X para. 41 should only be interpreted as that the foregoing scheme merely shows what would be the ideal for Travancore and that the type outlined is highly desirable. This does not include the question of immediate necessity or any reference to practical difficulties which would have to be overcome if such a scheme was adopted.

12-9-19. S. G. BARKER.

Note by J. Kuriyan Esq.

I do not agree with the conclusion in para. 41 of the report. Several other circumstances than "the present condition of education" have to be discussed before we can say that the establishment of a University in Travancore is "warranted" and such circumstances have not, for one reason or another, been discussed in the Committee. Prominent among these is the fact that hardly anybody in Travancore outside the Committee is favourable to the idea which the Interim Report so confidently recommends. The reasons for this attitude of the public have to be carefully investigated. This the Committee has failed to do. I am signing a dissenting memorandum along with some others who do not agree in this conclusion. This will be submitted in due course to the Chairman of the Committee.

18-9-19. J. KURIYAN.

Note by K. G. Sesha Iyer Esq.

I wish to add that one of the primary aims of the University should be to enrich the cultured inheritance of India by what of value the West can give, and so contribute to the healthy cultivation and promotion of Indian culture. To that end, the Indian standpoints should be prominently kept in view in prescribing courses of study in the University, in which Indian languages like Sanskrit, Tamil and Malayalam, Indian literature, art, philosophy, history, religion, the general culture and ideals of the land should be assigned the primary place. I wish, further, to add that Medicine, Engineering, Commerce, Agriculture and Forestry should not, as is done in the report, be

relegated to the background; but their importance, in the present conditions and circumstances of the country, deserves that courses and degrees should be instituted in those subjects, so that the career at the University might, besides ensuring for the students adequate training and preparation for the active work of life, also be expected to qualify them to solve in some measure the pressing problem of the economic and industrial development of the State.

20-9-19.

K. G. SESHA IYER.

Note by J. Stephenson Esq.

With regard to the constitution of the University, I am not in favour of having as part of the constitution of the University at the outset a large Legislative body with popular representation. A body of 12 members, or even less, properly chosen, will, in my opinion, be more likely to legislate wisely for the University in its early stages, than a large body such as is contemplated in the report, and I consider that for some time after the University is established the Executive body could also be the Legislative body.

J. STEPHENSON.

APPENDIX C.

Proceedings of the Government of His Highness the Maha Raja of Travancore.

G. O. R. O. C. No. 276 of '23/Legis./Education, dated Trivandrum, the 15th April, 1923.

More than five years ago His Highness' Government felt that the time had arrived for considering whether the relations of the Colleges and High Schools in Travancore to the University of Madras should continue, and whether, taking into consideration the material for a new University already existing within the State and the probability of its expansion, a new University, adapted to local conditions and environment, should not be instituted in Travancore. They accordingly appointed, by G. O. No. E. 3983, dated 23rd November 1917, a large and representative Committee to consider and report on the question.

2. The terms of the reference to this committee included, besides the consideration of the necessity for the establishment of local University, the following additional points:—

(1) the nature of the University to be established, *i. e.*, whether it was to be a teaching, residential or an examining body;

(2) the locality where the University should be established and its constitution; and

(3) the lines on which the University should be worked, including the conditions of the affiliation of the colleges, bye-laws, courses of studies, examinations and degrees.

The committee was further directed to give a clear idea of the financial aspects of its proposals, and even to draft a bill embodying its conclusions. In order to allow of adequate consideration, the committee was given a year for the submission of its report, and this term was later on extended by another year, *i. e.*, till the end of Makaram 1095.

3. The committee thus constituted proceeded with its work, and after several meetings it presented on the 10th October 1919, two years after its institution, an *ad interim* report, considering that it had attained a stage in its deliberations when such a report should be placed before the Government, before it could proceed to consider the remaining points referred to it.

4. The chief decisions embodied in this *ad interim* report related to the necessity for the establishment of a University in Travancore and the nature and the location of the new University. The committee decided, by a majority, that the establishment of a University for Travancore would be justified, considering the number of students and the variety of work of a University standard done in Travancore. It recommended, accordingly, the establishment of a University, and suggested that it should be of the unitary, residential and teaching type. The committee was of opinion that the new University should not be located in the Capital, but that it should be built on a spacious site selected by it at Aruvikkarai, outside Trivandrum, but not far away from it. In regard to the organisation by means of which it proposed that the University should carry on its academic work, the committee proposed that, besides University Departments and Colleges, there should be Halls of Residence maintained either by the University or by private agencies, in which much of the tutorial work, now done in the Colleges could be done hereafter, and which could serve as centres of academic and social life. In regard to the entrance test to the University, the committee recommended a Matriculation Examination, conducted by the University, in place of the present E. S. L. C. examination, and it was also of opinion that this examination should be a test of general education. The committee thought that the new University should provide courses of studies and examinations for *degrees* in Arts and Science, Law and Teaching, and that courses and examinations for *diplomas* alone should be provided by it at first, in subjects like Medicine and Engineering. The committee was agreeable to the new University undertaking courses of studies in Agriculture, Forestry, Technology and Commerce, when the schools dealing with these subjects in the State were more fully developed. It recommended that, meanwhile, due facilities should be provided in the University for industrial research, as well as for research in Agriculture and Forestry.

In outlining a constitution for the new University, the committee proceeded more or less on the lines which were proposed in 1913 by Lord Haldane's Committee for the University of London, and which have since been recommended by the Sadler Commission for the University of Calcutta. The committee indicated generally the University buildings which would be required, and it recommended the endowment of the new University by large grants of Government land. The

committee concluded by declaring its conviction that the establishment of a University of the type it proposed was fully warranted by the conditions of education in Travancore.

5. These recommendations represented only the views of a majority of the committee and, on most of the points, the members were by no means unanimous. Four of the members (Messrs. A. Govinda Pillai, A. M. Muthunayagam Pillai, E. J. John and J. Kuriyan) held that no case had really been made out for the creation of a separate local University. They were unwilling, however, to give a final opinion on the advisability of a University in Travancore, if one was founded, being of the residential, unitary and teaching type, till they had examined the recommendations of the Sadler Commission on the subject. The main grounds on which they thought that there was no need for a new University in Travancore were the following:—

(1) There was no evidence of a genuine popular demand for such a University in Travancore, while there seemed to be a considerable volume of opinion adverse to the idea.

(2) The alleged disabilities of the teaching staff, and of the students in Travancore, arising from the affiliation of the institutions in Travancore to the Madras University, were not *all* very real, and, in any case, were not sufficient to justify the creation of a University in Travancore, which, among other things, would result in depriving the students and teachers in the State of that healthy association with men and things outside the State, which they now enjoyed.

(3) Travancore degrees and examinations would not for some considerable time command the respect which the Madras degrees and examinations now received, despite their defects.

(4) Basing their calculations on the estimate furnished by Mr. K. Venkateswara Iyer, the Secretary of the Committee, they held that the anticipated capital expenditure of Rs. 61 lakhs, and the recurring expenditure of Rs. 11 lakhs per year would not be justified in the financial conditions of Travancore. They were, however, prepared to admit that, "should the University of Madras, at some future date decide not to serve the State, a question of real necessity would then arise for the State establishing a separate University." They considered this contingency to be in no way imminent. If it ever arose they were prepared to recommend a University for all the Malayalam-speaking areas, rather than one restricted to Travancore.

6. On the 8th January 1920, the Government informed the committee that they approved of the establishment of a University of a unitary type, on the lines suggested by the committee, and they requested the latter to continue its deliberations and elaborate the further details of the scheme. Shortly afterwards, on a further consideration of the question, the Government came to the conclusion that it was not necessary for the committee to continue its work further as the Government would like to see what modifications would be made in the constitution of the Madras University, as the result of the consideration by its Senate of the Report of the Sadler Commission. Government accordingly resolved to await the results of such consideration, before proceeding to pass orders on the scheme proposed by the committee. The committee was therefore ordered to be dissolved, and it was accordingly dissolved (G. O. No. E. 792/280 of 17, dated the 2nd March 1920).

7. Meanwhile, the question of the reconstitution of the University of Madras, in the light of the recommendations of the Sadler Commission, had been taken up by the Senate. In October 1919, a few days after the Travancore University Committee had submitted its *ad interim* report, the Senate appointed a Committee *ad hoc* to go into the question of the changes to be made in the University of Madras, in view of the findings of the Sadler Commission. The report of this Committee came up for discussion in the Senate in March 1921. The Senate passed a number of important resolutions in regard to the reconstitution. Two of the chief findings of the Senate were that the entrance to the University should be *after* an Intermediate Examination conducted by the University, and that the Intermediate course should represent the completion of school education. The Senate further held that the bifurcation into technical and commercial courses on the one hand, and the purely literary and scientific courses on the other, should be made only after this stage. The Senate, at the same time, arrived at two other important conclusions, and expressed them in the form of the following resolutions :—

(1) "that by a system of co-operation between the Colleges and the University, the teaching resources which exist in the city of Madras should be organised in such a way as to create a real teaching University" at Madras; and

(2) "that *the affiliating functions of the University, in regard to mofussil Colleges, should be regarded as subsidiary and as more or less temporary*, and that a mode of organisation should be adopted for the mofussil Colleges, which will encourage the *gradual* rise of new University centres, by the concentration of resources, for teaching and research at a few points."

8. After the recommendations of the Senate had been placed before the Government of Madras, that Government introduced, in November 1922, a Bill for the re-organisation of the University of Madras, and the measure passed the Legislative Council on the 5th February 1923.

The aim of this piece of legislation is to create a teaching, residential University in Madras, and to limit it to a ten-mile radius of Madras. Its effect will be to create a real difference between the "constituent" colleges located in Madras, and the "affiliated" colleges situated outside the University limit.

9. Since the question of University for Travancore was taken up in November 1917, Universities of different types have been established in various parts of India. The experience of those bodies is thus available, for any review of the question which may be now undertaken.

10. At the last Session of the Travancore Legislative Council, a resolution was moved by Mr. T. K. Velu Pillai for the "immediate establishment of a teaching and residential University in Travancore." After discussion, this resolution was withdrawn by the mover, by leave of the Council, after the Director of Public Instruction had stated that the whole question would be reconsidered by a fresh Committee to be appointed by the Government.

11. In the course of this discussion, it became clear that there was a considerable volume of opinion in favour of separating from the University of Madras as soon as possible and before the full effects of the new Madras University Act could be felt, and that the objective of the mover and his supporters was not so much a University of the unitary, residential and non-affiliating type as a new University founded in Travancore which should, if possible, eventually embrace the whole of the Malayalam country within its ambit. The sense of the discussion in the Council appeared to be that a beginning might be made by the early co-ordination of the resources in men and material even now available in Travancore, and by the bringing into existence of a local

University which such conditions rendered immediately possible, leaving its further development and expansion to the future. The question of the acceptance of the Courses, Diplomas and degrees of the new University by the existing Universities outside, was also referred to in the Council and specific suggestions were made to ensure such external recognition.

12. Since the disposal of this resolution in the Legislative Council, His Highness' Government have placed before the Government of Madras their considered views on the probable effects, on higher education in the State, of the passing of the Bill for the reconstitution of the University of Madras. The subsequent completion of this legislation in Madras, and the desire evinced by the responsible authorities there to bring the changes inaugurated in the University Act into force without delay, have rendered the question of providing a new University for the State an urgent one. His Highness' Government have already promised to appoint a Committee for the reconsideration of the question. As the work of the large committee previously appointed is now available, and in order to ensure prompt and continuous consideration, His Highness' Government resolve to appoint a smaller Committee constituted as follows:—

1. Rao Bahadur K. A. Krishna Aiyangar, Deputy President of the Legislative Council (President).

2. Mr. L. C. Hodgson, the Director of Public Instruction (Member, Legislative Council and Fellow of the Madras University).

3. Rao Bahadur K. V. Rangaswami Aiyangar, Member, Legislative Council and Fellow of the Madras University (Convener).

4, 5, 6 and 7. To be elected by the non-official members of the Legislative Council from among their own number.

8 and 9. Two other gentlemen to be nominated by the Government.

This Committee is so constituted as to secure such prompt and continuous consideration of the questions referred to it as would result in the advice of the Committee being available to the Government as early as possible.

13. In constituting this Committee, His Highness' Government have carefully considered the desirability of adding to it representatives from Cochin and Malabar. While ready to welcome in this matter

every form of co-operation from the adjacent areas, His Highness' Government are yet compelled to perceive that there would be little advantage in securing the *immediate* representation of such areas on the Committee. A new University of Travancore must obviously keep in line with the University of Madras and other sister Universities of India, in regard to its courses of studies, examinations and degrees. Section 35 of the new Madras University Act restricts admission to a course of study for a degree to those who have either passed the Intermediate examination in Arts and Science "*of Madras*" or an examination recognised by the Syndicate as equivalent to it, and who possess such further qualifications as may be prescribed. A Travancore University will therefore have to accept the Intermediate examination, which marks the end of the course in a Second Grade College, as the Entrance test in the new University. However much the latter may continue to retain its relation with the existing Second Grade Colleges and High Schools, its constituent institutions will be admittedly only Arts and Professional Colleges, teaching up to a *degree* standard and technical institutions fit at once to take a similar rank. No institutions of either of these classes *now* exist in the State of Cochin or in the District of Malabar, although there are Second Grade Colleges in those areas which could supply material to institutions of a University standing. On the other hand, the number of students and the variety of the work of a University standard done in the various institutions in Travancore and the condition of education generally in the State were held by the former Committee even in 1919 to warrant the establishment of a local University. His Highness' Government now maintain, from their own funds, a First Grade Arts College teaching up to an Honours Standard in English, History and Economics, and the ordinary degree standard in Mathematics, Chemistry, Physics, Sanskrit and Malayalam. Provision exists in this institution, which, when developed, will enable it to teach up to a degree in Natural Science and Tamil. His Highness the Maha Raja's College had for many years a Chair in Philosophy, and the equipment formerly provided for this branch of study still exists and could be easily brought up to date. The State also maintains a Second Grade College for women, a Training College with an attached practising school, training undergraduate Teachers for a Diploma in teaching as well as Graduates working up to the Madras L. T. Degree and a Law College teaching up to the same standard as the Law College at Madras. Besides these institutions, there are at present within Travancore, four

other Colleges, all of the Second Grade. The State also maintains a Sanskrit College, which is not connected with any University at present, but which might be incorporated into a local University if one came into existence. Central institutions in Medicine, Agriculture, Forestry, Technology and Commerce might be evolved in due course, if desired from the schools in these branches of study, which the State now maintains. In recent years, about 1,500 candidates have qualified for admission to the present University Courses from among the High Schools of the State, and *at least* as many students are at present undergoing instruction in University courses of study at the Colleges in Travancore. A considerable number of Travancore students are also studying outside the State at present, mainly owing to the difficulty of finding admission for them in the Colleges within the State. The proportion of the instructional staff to the students in the Colleges in the State is believed to be higher than in the Colleges of the adjacent Presidency. These, in the opinion of His Highness' Government, constitute a sufficient basis for the early creation of a University restricted to the State. But they recognise that other schemes of a more comprehensive character are possible and, on a careful consideration of all the alternatives, might be found more advantageous, even though the necessary foundation for every new University scheme on the West Coast must be sought in the resources already available within the State.

14. The new Committee will re-examine generally the conclusions and the recommendations of its predecessor contained in the *ad interim* report of the 10th October 1919, in the light of such changes in the conditions within and without Travancore as have taken place, since it was submitted. It will be advised to do so particularly taking into consideration the discussions in the last session of the Legislative Council on Mr. T. K. Velu Pillai's Resolution, as well as the debate in the Madras Legislative Council on the University Bill. Such a review might reveal the need to modify in some cases the findings of the earlier Committee. Government can think of one such recommendation from which there will now be a general agreement to differ. The University Committee proposed that the new University should be of the unitary, residential and teaching type, located outside Trivandrum but on a site near it, and that all University work now done in different stations in the State should be transferred to and concentrated in that centre. The outlook

of this Committee was also limited by the terms of its reference to the area and requirements of Travancore. The type of University thus recommended may be good as an *ideal*. But it has had to be given up elsewhere in India when a new University had to be planned which has to serve a large territory in which there already existed a number of colleges scattered over the area, whose claim for continued individual life could not well be ignored, and which could not be removed to a new locality without great and disproportionate sacrifices. There now seems to be, accordingly, a growing disposition to accept in such cases the type which would, whenever it is impracticable to remove a college from its station, or undesirable to close it, would allow it to continue in the same place, and develop if possible, into an additional University centre, where the provision of adequate residential facilities for the students and the staff might create the right atmosphere for the growth of really satisfactory academic life and traditions. Important changes have taken place in the last three years in the academic conditions of the State. The Second Grade Colleges at Alwaye and Changanacherry have come into existence, a Chair in Natural Science has been established in H. H. the Maha Raja's College, a big additional building to the Training College is nearing completion, and the construction of a large Hostel for H. H. the Maha Raja's College at Trivandrum has been taken in hand. A Government Commercial School has been established at Alleppey. In view of the large expenditure incurred in the past and present, in the localities where the present colleges are situated, by the Government or by private agencies, it would be increasingly difficult to view the transfer of all such institutions to a common site as a practical proposition, while the idea of such a concentration may *a fortiori* have to be given up, if the new University is to embrace the whole area of the Malabar Coast. The advantages of a compromise between the competing types of a unitary and an affiliating type of University will have, therefore, to be fully explored by the Committee even if it recommends that the new University does not extend its activities beyond the limits of the State.

15. The Committee will have before it the following alternative schemes for the University, each of which has some advantages over the others:—

(1) A University whose head-quarters will be in Trivandrum, which would confine its activities to Travancore and have no administrative connection with institutions outside the State.

(2) A University started in the first instance at Trivandrum, on the strength of the resources now existing in Travancore, but keeping its doors open for the incorporation into it of institutions of a University standard in the neighbouring State of Cochin and the adjacent British Districts of Malabar and Tinnevelly, when such institutions spring up and their authorities desire the incorporation, and also prepared to shift the University offices later on, if necessary, to some place within the State, which would be more central than Trivandrum for the entire territory embraced by the new University.

(3) A University created from the very beginning by the conjoint efforts of all these three Governments, whose areas will be comprised in a Pan-Kerala University, maintained by contributions (of all kinds) made from all the three States, and governed by University bodies, on which adequate representation is provided to the component areas and institutions.

16. The first of the above alternatives is substantially the same as that recommended in the *ad interim* report, with the difference that the latter contemplated an institution of a non-affiliating type. The second alternative is that envisaged in the discussions in the Legislative Council on Mr. T. K. Velu Pillai's Resolution. The third is very similar to that suggested by the advocates of an All-Kerala University, with a difference, *viz.*, that some of them have suggested places outside Travancore for the University centre.

17. His Highness' Government will await the advice of the Committee now appointed before deciding between these alternatives or any other alternative that may be put forward by it. They feel, however, that on a point regarding the location of the head offices of the University, they should make their position quite explicit even at this stage. Even in an All-Kerala University, Travancore will, it is believed, always maintain the first place in virtue of the number, variety, standard, and size of the institutions of a University type that it would contribute. Public opinion in the State has been fully alive to this and would not accept any scheme which ignores it and seeks to place the centre of the University outside Travancore. The Government would therefore instruct the Committee not to consider any proposal which would run counter to the idea of locating the head-quarters of the University within the State.

18. His Highness' Government also requests that the Committee regard the following points as specifically within the terms of reference.

(1) The location of the head offices of the University now and hereafter, within the State, and proposals as to the several institutions which should form part of the University and their location ;

(2) The ways and means to co-ordinate the resources in men and material now existing within the State, so as to create teaching and residential centres, providing facilities for higher work and research ;

(3) The departments in which instruction should be offered, the Faculties to be organised and the examinations to be provided in the University, on its inauguration, for a few years after it, and in successive stages, with a clear indication of the order of priority in which they should be opened ;

(4) The additions that must be made for the residential accommodation now available in possible University centres for the residence of students and teachers both immediately and for some years to come ;

(5) The immediate and proximate requirements of the University within the State, in the matter of buildings, equipment and staff, both for the University itself and for its constituent institutions, with a clear indication of the additions necessary to bring the existing provision under these heads up to the standard, and with rough estimates of their probable cost ;

(6) The relations of the University to secondary and intermediate education ;

(7) Special features to be provided in the University, such as facilities for University education of women, the advancement of Oriental Studies and University publication ;

(8) The relations that should be established between the University and the Colleges or Halls of Residence or Hostels ;

(9) The safeguards to be devised to prevent any improper lowering of the standard of examinations, diplomas and degrees of the University and the means by which their acceptance outside the State and by other Universities may be secured ;

(10) The constitution of the chief constituent bodies of the University such as the Senate, the Academic body, etc., including specific proposals for their composition ;

(11) Probable initial and recurring costs of which estimate, as accurate as possible in the circumstances, should be furnished.

19. In regard to items 1 to 5 and 10 and 11 of the reference in the foregoing paragraph, the Committee is requested to consider and formulate definite proposals for the scheme ultimately recommended.

20. The Committee is empowered to submit *ad interim* reports whenever it considers that it has reached a stage in its deliberations which would justify its doing so.

21. The Committee is empowered to invite and consider the views of any one in or outside the State, whom it might wish to consult on the matters referred to it, and to take such steps as may be necessary to obtain competent opinion.

(By order)

S. PARAMESVARA AIYAR,
Secretary to the Government.

To

The President and the members of the Travancore University Committee.
The Director of Public Instruction.
The Account Officer.
The Gazette.
The Press Room.

APPENDIX D.

No. 576.

This Indenture made the sixth day of October One thousand nine hundred and twenty one *between Dewan Bahadur T. Raghaviah* Esquire B. A., Dewan of Travancore acting for and on behalf of the Government of His Highness the Maha Raja of Travancore (hereinafter called "the Government") on the one part and the Union Christian College, an Association registered under section 26 of the Companies Regulation, I of 1092 (One thousand and ninety two) and having its registered Office at Alwaye (hereinafter called "the Association") on the other part. Whereas application having been made to the Government on behalf of the said Union Christian College for the grant to the said Union Christian College of some Government lands at Alwaye for the purpose of being used as premises for the educational institutions proposed to be established at Alwaye in furtherance of the objects of the Association the Government have been pleased to take the said application of the Association into favourable consideration and to agree to grant unto the Association the free use and occupation of the lands, tenements, hereditaments and premises situate in Airoor Pakuthy, Alengad Taluk, containing by admeasurement 18·92 British Statute Acres more or less and more particularly mentioned and described in the Schedule hereunder written subject to the terms covenants conditions and provisions hereinafter set forth to which the Association has also agreed.

And whereas the Government and the Association have mutually agreed that a formal deed should be entered into for the purpose of evidencing the said grant of the right of user and occupation of the said lands tenements hereditaments and premises subject to the said terms covenants conditions and provisions *and whereas* by a special resolution passed by the College Council of the Association under date the eighth day of September One thousand nine hundred and twenty-one and to the following effect:—*That* Messrs. K. C. Chacko and C. P. Mathew the Joint Secretaries of the Council be authorised and empowered on behalf of the Council to accept the terms and execute the deed of agreement pertaining to the building and premises of the old Taluk Cutcherry at Alengad and to take possession of the said building and premises from the authorised representatives of the Travancore Government and also to grant receipts therefor. K. C. Chacko Esquire M. A., and C. P. Mathew Esquire M. A., Joint Secretaries to the College Council have been authorised to take part in the execution and registration of these

presents for and on behalf of the Association and to affix the seal of the Association to these presents. *Now These Presents Witness* and it is hereby mutually agreed as follows :—

(1) That the Government do hereby grant unto the Association the right of free user and occupation of the lands tenements hereditaments and premises belonging to the Government and situate in Airoor Pakuthy, Alengad Taluk and containing by admeasurement Eighteen (18) British Statute Acres and ninety two (92) cents more or less and more particularly mentioned and described in the schedule hereunder written for the purpose of being utilised as premises for the educational institutions proposed to be opened at Alwaye in furtherance of the objects of the Association subject to the terms covenants conditions and provisions hereinafter following.

(2) That the lands, tenements hereditaments and premises aforesaid shall not be utilised by the Association otherwise than as premises for educational institutions or for purposes unconnected with such educational institutions.

(3) That the right of free user and occupation hereby granted shall be in force only so long as the said lands tenements hereditaments and premises are utilised as premises for the educational institutions established at Alwaye in furtherance of the object of the Association or for purposes connected with such educational institutions.

(4) That the educational institutions established by the Association on the said lands tenements hereditaments and premises shall be open to students of all denominations including Roman Catholic Chrisitans, Hindus, Mahomadans and other religionists.

(5) That in the educational institutions established on the said lands tenements hereditaments and premises students belonging to other persuasions than Christianity shall not be compelled to attend the Bible or other religious Classes.

(6) That in respect of any collegiate institution established on the said lands tenements hereditaments and premises the Association shall be prepared to fall into line with other aided Colleges in the State in regard to the future Travancore University should one such come to be created in course of time.

(7) That the title to the said tenements hereditaments and premises and all buildings and erections now standing thereon shall continue to vest in the Government as hithertofore subject to the right of free user and occupation hereby granted.

(8) That during the continuance of these presents it shall be competent to the Association to erect new buildings and structures for the use of the educational institutions conducted by the Association or

for purposes connected therewtih and also to effect such alterations structural or otherwise to the existing buildings as to the Association may seem necessary for the purpose of rendering such existing buildings useful for educational purposes connected with the object of the Association.

(9) That it shall not be competent to the Association to alienate or transfer the right of free user and occupation hereby granted.

(10) That in the event of the Association committing a breach of any of the terms covenants conditions and provisions herein contained it shall then be competent for the Government to cancel these presents and to enter on the said lands tenements hereditaments and premises as if these presents had not been in existence.

(11) That on the determination of these presents for any cause whatsoever or in the event of the Government requiring the resumption of the said lands tenements hereditaments and premises for public purposes it shall be competent to the Government to call upon the Association to surrender the said lands tenements hereditaments and premises and to the Government and to vacate the same within a time (not less than 180 days) to be fixed by Government and on the failure of the Association to surrender and vacate the same within the time so fixed the Government shall have full liberty and power to enter on the said lands tenements hereditaments and premises and to resume the same unto the Government.

(12) That on the determination of these presents or on the Government entering on the said lands tenements hereditaments and premises and resuming the same, the Association shall be entitled to be paid by the Government the value of any buildings or structures erected by the Association on the said lands tenements hereditaments and premises but not to any compensation on account of other improvements made provided however that such value of the buildings or structures erected by the Association and payable by the Government shall not exceed the initial cost of such buildings or structures or their value at the time of such surrender entry or resumption whichever is less provided also that the Association shall not be entitled to any compensation either on account of the value of land or on account of alterations or improvements structural or otherwise made to the buildings and structures existing on the said lands tenements hereditaments and premises on the date of these presents. *In witness whereof* the said *Dewan Bahadur T. Raghaviah Esquire B. A.*, Dewan of Travancore acting for and on behalf of the Government of H. H. The Maha Raja

of Travancore has hereunto set his hand and seal and the common seal of the said Union Christian College has hereunto been affixed the day and year first above written.

The Schedule referred to in the foregoing Indenture.

Registration District.	Sub Registration District.	Taluk.	Pakuthy.	S. No.	Boundaries.	Area.
Kottayam.	Parur Additional.	Alangad.	Airoor.	49/3 and 2/1 A.	North Survey Nos. 49/2 and 49/1 East Survey Nos. 1/1 and 2/1 B. South Public Road. West Public Road S. No. 49/4 and Public Road.	Eighteen acres and 92 cents.

Signed sealed and delivered by the above said T. Raghaviah Esquire Dewan of Travancore acting for and on behalf of the Government of H. H. The Maha Raja of Travancore, in the presence of



(1) A. Gopala Menon, Assistant Professor of History and Economics, H. H. The Maha Raja's College.

(2) S. Ramakrishna Aiyar, Dewan's clerk, Bhaktivilas.

The common seal of the aforesaid Union Christian College was hereunto affixed by the order of the College Council in the presence of the said K. C. Chacko Esquire and C. P. Mathew Esquire and witnesses,

(1) A. Gopala Menon, Assistant Professor of History and Economics, H. H. The Maha Raja's College.

(2) S. Ramakrishna Aiyar, Dewan's clerk, Bhaktivilas.



NAME INDEX

[*N. B. The references are to pages.*]

H

J

K

L

M

T

V

W

SUBJECT INDEX.

[*N. B. The references are to pages.*]